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NBS standard puts radar back on the beam

The Federal Government is working up a good news/bad news proposition for police agencies that use moving radar. The good news is a proposed standard that will give the devices more credibility at a time when they are being increasingly challenged in court. The bad news is that the standard may require some time- and money-consuming modifications to existing equipment.

Published in the January 8 edition of the *Federal Register*, the standard was developed by Law Enforcement Standards Laboratory of the National Bureau of Standards. "It is to be used in the establishment of a qualified products list which will specify which radar devices may be purchased by state and local governments with Federal highway Safety funds," an NBS spokesman noted.

Dr. Marshall Treado, who supervised the drafting of the criterion, said that his research team ran extensive field and laboratory tests on all popular radar devices in setting the standards. Most of the changes proposed by Treado's crew are modifications designed to reduce operator error rather than making the devices themselves more sensitive or efficient.

Dick Miller, a spokesman for the National Highway Traffic Safety Administration (NHTSA), noted that many factors in the guidelines "are fairly controversial."

"For example," he told Law Enforcement News, "the standard requires that you have two windows, one for the target's speed and one for the patrol vehicle's speed. Another one is the insistence that they'll be an audio feature on it, and that hasn't been done on radar in the past."

Treado believes police agencies will have no problem in meeting the dual window standard. "I don't know of any radar [manufactured] in the last five years that didn't have that," he said.

But the scientist acknowledged that the mandate for an audible tone would force police agencies to dip into their budgets. "It's not too expensive to do that," he explained. "The radar itself tracks on an audio frequency so it's in there. All you have to do is bring it out with a speaker. You can probably do it for under \$50."

Other modifications called for in the standard might also be relatively inexpensive, but when combined and multiplied by the number of units a department has on the beat, the total could be a costly one.

Treado told Law Enforcement News that another provision in the standard would prohibit radar from being equipped with automatic lock capability. Such a feature allows an officer to point his speed gun at random traffic and get a reading only when a target exceeds a preset speed.

"The problems there are readily apparent," Treado observed. "The most obvious is that the operator might not be looking. All of a sudden he's got three cars out there and one of them is going over seventy and it's locked in on the radar, but he might not know which one is being tracked."

Police will be able to use guns with manual lock, so that an officer can freeze the speed of a violator on the device's readout. "Without it, you can never show the motorist his speed," Treado said. "But in the old days, with speedometer tracking, you couldn't show the motorist his speed anyway. It was your word against his. It's becoming that in court anyway with the number of challenges to radar around the country."

It is in the courtroom that the new standards may help or hurt police the most. While there is nothing in the guideline that says police must upgrade existing equipment, judges might frown upon speed violation readings brought into court from a speed gun without Federal approval.

"If an agency bought a radar that was not on the Qualified Products List, in ensuing court cases, a simple defense would be: 'This radar is not on the QPL,'" the NHTSA's Miller said. "That's the type

of impact that this will have. It'll be in the courts."

Meanwhile, Treado is concerned that radar may be given a bum rap in court challenges over the past few years. He noted that his research team recently published a report that looked into a notorious demonstration in Miami, Florida, in which stationary trees and buddings were clocked by radar at law-breaking speeds.

On one of the false clockings, the scientist said, the radar actually picked up a reading from the patrol vehicle's air conditioner fan while the operator was pointing the device at a non-moving object. "When there's nothing else out there, that little fella works like crazy to find something to track and it begins tracking the components of the car," Treado explained.

The scientist doesn't see the phenomenon as a problem, however. Continued on Page 7

Study says Wash. drunk driving law may be weaving on the road

A year-old drunk-driving statute in Washington State may be falling flat on its face as a deterrent to the hazard, a recent report suggested, indicating that intoxicated motorists in the state are doing more damage now than before the tough law went into effect.

Put on the road by the legislature on the first day of 1980, the law is designed

to put the fear of justice into drivers who imbibe before getting behind the wheel. It states that a motorist is legally drunk if his blood alcohol level reaches 0.10 percent, and prescribes a mandatory one-day jail term for first-time defendants who are tested to be intoxicated.

While the statute may look good on the books, the study took a more negative view when it looked at the statistics supplied by the State Highway Patrol. During the law's first six months of existence, the report said, auto accidents related to driving while intoxicated (DWI) hit 3,981, an increase of 66 compared to a similar period in 1979.

"It is interesting to note that this small increase in DWI-related accidents can be compared to a small decrease in the total number of accidents for the same time period statewide," the report continued. "This may indicate that there was actually a somewhat greater increase in DWI accidents than expected because DWI accidents increased while the total number of accidents decreased."

The report, which was produced for the state by a private research firm, hedged its bet, however, noting that the interpretation "must be viewed with some caution." It explained that the number of accidents involving drunks may not be directly linked to the number of intoxicated motorists on the road.

"Probably the most serious methodological difficulty for this type of study is its inability to obtain a valid measure of the number of persons actually driving while intoxicated on the state's

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The rise and fall of police discipline...

Chiefs forced to rule with a quiet hand

By ROBERT T. SHOCKEY

Many years ago, the chief of police had almost dictatorial powers when it came to disciplining the officers who worked for him. Rules and regulations were written which covered police activity both on- and off-duty.

Over the years this slave-like control has been reviewed by higher courts

POLICE DISCIPLINE

This is the first article in a continuing series that will appear from time to time.

throughout the country and things are changing, and changing dramatically. No longer can discipline be considered punishment for punishment's sake. Rather, it must be considered as part of the overall view of the training process. After all, are we not trying to make the officer a better officer through discipline?

In unionized departments one of the main concerns is disciplinary procedures.

The police manager must be sure that his decision concerning discipline is fair and that it can stand up to review by a court.

Most older officers were introduced into law enforcement with some military type of background and were used to taking orders without question. They were also exposed to a military structure containing numerous rules and regulations to which they were expected to adhere, and to do so without question. This type of individual was not extremely difficult to mold into adherence, with what management perceived concerning the objectives of police discipline.

But all things change and the last decade has seen the arrival of different young men and women into the law enforcement ranks. This new breed has not been exposed, for the most part, to a military background and is more educated than their older counterparts. He has his own thoughts and is very hard to form in to what management perceives as the

ideal police candidate. He thinks for himself and wants to know what is expected of him.

This new breed, then, has forced management into formulating goals and objectives for the department and establishing written guidelines so that the officer can understand his part in accomplishing these objectives. By understanding his place in the organizational structure and by understanding that rules and procedures are necessary in directing his performance, he will then understand that violating them leads to discipline.

When the police manager finds himself taking disciplinary action against an employee, he must remember a few rules which have been directed by the courts in disciplinary procedures.

Law enforcement officers are indeed public employees, but they still enjoy full protection of the Constitution. Internal investigations and discipline must be ad-

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Washington goes coordinated to battle narcotics abuse

Officials in Washington State are attempting to pack some organizational punch into efforts to control the spread of illicit drugs there, recently establishing a state drug council to coordinate front-line troops in the war on narcotics.

According to Bill Quick, the administrator of the state Office of Drug and Substance Abuse, Washington has been hit hard by the continuing flow of drugs from Southeast Asia, particularly in the port city of Seattle. "Drug use in this region is probably higher than the national average," he said.

Ron Kuest, the chairman of the new coordinating council, indicated that the problem is exacerbated by the "fragmented and poorly funded manner" in which Federal, state and local agencies are dealing with it.

"Washington is probably the most lucrative state in the U.S. for the mid-level drug dealer," he said. "Local police focus on the street dealer, and the Feds concentrate on the nationwide distributors. But nobody is after the person who distributes to the street peddlers."

Speaking at a news conference which was attended by more than 50 individuals representing anti-drug groups in the state, Kuest stated that the new council would untangle snags in drug treatment allocations, drug education and enforcement of drug laws.

Pointing to the state's current offensive, he noted that budgetary woes have reduced the Washington drug enforcement unit to fewer than 10 employees, some of whom are supervisors.

Despite the funding obstacles, Kuest set a high goal for his fledgling organization, noting it would try "to substantially reduce drug use in this state within the next five years."

Despite LEAA's fall, campaign to accredit police goes on

Although the Law Enforcement Assistance Administration continues to creep toward oblivion, it managed last month to spin out almost \$1 million in grants to continue a ongoing project that is establishing accreditation standards for the nation's 30,000 law enforcement agencies.

The International Association of Chiefs of Police, which has been spearheading the effort since its inception in September 1979, was granted a \$650,000 stipend. The money will be divided with the other participating groups: the National Sheriffs' Association, the National Organization of Black Law Enforcement Executives, and The Police Executive Research Forum.

A supplemental award of \$348,646 was channeled to the project's Commission on Accreditation for Law Enforcement Agencies to pay for the ad hoc group's staff salaries and resources.

Speaking at a grant-signing that was attended by representatives from the four law enforcement organizations, and the accreditation commission, LEAA Administrator Homer F. Broome Jr. said the commission will produce a book of standards for administration, operations, and support services.

"Our goal is to standardize the hiring, operation, and administrative practices of police departments and sheriff's offices around the country," he said. "We are trying to build an autonomous organization that will not be dependent on anyone politically or financially."

Since LEAA is still due to be phased out, the new grant funds are considered

to be seed money. Broome expressed the hope that once the accreditation process is in full swing, it will become self-sustaining through fees paid by the participating police departments.

The new funds bring the project's total cost to more than \$2.56 million. Further grants are anticipated during the next two years, as LEAA continues toward extinction.

"We want to give mayors, city managers, and police chiefs the tools with which they can make a self-assessment of their own departments and then mold the departments to provide desired public services," Broome noted.

Criminal justice expenditure rise is lowest in 10 years

The cost of maintaining the American way of criminal justice crept up by 7.4 percent in fiscal year 1979, with expenditures rising from \$24.1 billion in fiscal 1978 to \$25.9 billion.

The figures, which were released last month by the Bureau of Justice Statistics, revealed that approximately \$14 billion of the 1979 total was spent on police services performed by state, Federal and local law enforcers. Correction swallowed a \$6 billion piece of the pie, the judiciary spent \$3.4 billion, and \$1.7 billion was used by prosecutorial and civil-legal services. Civil and criminal public defense cost \$600 million during the year and \$500 million was doled out for other criminal justice activities.

Local governments had to foot most of the bill, spending \$15.3 billion in fiscal 1979, compared to \$14.3 the previous year, for a 6.8 percent rise. The Feds laid out \$3.3 billion, bettering their previous contribution by 4.7 percent.

The states experienced the highest boost in criminal justice expenditures, a 9.8 percent increase, as they paid \$7.3 billion compared to a \$6.7 billion price tag in fiscal 1978.

The money paid the salaries of 1,175,520 full-time criminal justice employees, which represented a 1.6 percent increase in the work force over 1978's total.

Despite the escalation in costs and employment, the criminal justice system appears to be cooling down as a growth industry. BJS director Harry A. Scarr noted that the increases are the smallest reported in the 10 years the survey has been conducted.

To obtain a copy of the preliminary report, contact: Bureau of Justice Statistics, Box 6000, Rockville, MD 20850. Telephone: (301) 492-9045.

LA cops get their pay raise after an 11-month tussle

January turned out to be a windfall month for Los Angeles' 6,500 police officers, who got a little extra something for their pockets and a little extra something for their egos.

The monetary boost came in the form of a 10 percent pay raise retroactive to July 1, when the rank-and-file's old contract with the city expired. The ego support was provided by the results of a poll commissioned by the Police Protective League (PPL), which revealed that a majority of LA citizens rate their police as honest, dedicated and professional.

According to the Los Angeles Times, the retroactive aspect of the pay settlement had been the most recent obstacle in a contract dispute that raged for 11 months between PPL leaders and city negotiators.

The bargainers apparently needed every minute of the extended bargaining

period. Originally police were demanding a 17.7 percent salary hike effective last July 1, while the city reportedly offered only a 3.95 percent pay boost.

As the negotiations got rough at several points, police union members threatened to strike, backing the threat with a referendum vote last summer that included a walk-out option. The results of the strike vote were never made public.

Los Angeles residents must have let out a collective sigh of relief when the wage dispute was settled, particularly in light of the city's worsening violent-crime picture. A poll conducted by the Times last month showed that most Angelenos have an above-average fear of becoming victims of violent crime and feel unusually vulnerable in such potentially dangerous situations as walking alone at night or riding public transportation.

The results of the newspaper poll reflect what has been described as a "tear gas boom on the coast." California State Department of Justice officials have estimated that this year as many as one million Californians will attend two-hour classes necessary for them to obtain a permit to carry tear gas. Last year, only 55,000 took the classes.

The PPL survey on citizens' views about policing also supports the notion that Los Angeles residents would like to be better insulated from crime. Almost three-quarters of the respondents favor increasing the size of the police force, 62 percent would like to see the city spend more money on policing, and 74 percent agreed with the view that "the news media gives too much coverage to police critics and not enough coverage to the good things the police are doing."

Asked how satisfied they were with the LAPD's performance, 20 percent said they were very satisfied, 45 percent said somewhat satisfied, 23 percent expressed some dissatisfaction and 10 percent said they were very dissatisfied.

PERF information service is designed to fill data gap

The Police Executive Research Forum has turned on a customized data tap for law enforcement agencies that have had their flow of information restricted by budgetary pressures.

Known as the Police Information and Research Service (PIRS), the effort is aimed at increasing police productivity by responding directly to specific problems voiced by law enforcement executives.

Gary Hayes, the forum's executive director, sees PIRS as a cost-efficient alternative to maintaining an in-house data unit. "In many ways the service acts as an on-call research staff, immediately available to police executives when needed, yet costs the department nothing when services are not required," he explained.

Noting that PIRS gives executives access to "the latest developments in police operations," Hayes said that the service is tied into "the full array" of national, regional and local research sources.

"When necessary, additional information will be collected from among the 70 major police agencies which are members of the Police Executive Research Forum," he added.

While there is no membership fee connected with the service, agencies and individuals who request a PIRS package will be billed according to the complexities involved in putting the information together. Those making inquiries will be contacted by phone within 24 hours and informed of the type of response that is possible, the cost and how long it will take.

A brochure that details PIRS' services and fee structures can be obtained by writing: Police Information and Research Service, Suite 400, 1909 K Street, N.W., Washington, DC 20006.

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Feds to pounce on violent side of crime

Attorney General William French Smith is unbuttoning the Justice Department's four-year focus on white-collar crime and ready to swing the agency on to an intensified course against violent offenses.

Department officials told the *New York Times* earlier this month that proposals have been made to tighten the bail law, create new means to assist the victims of crime, and establish Federal jurisdiction over certain crimes such as murder for hire, which have traditionally been prosecuted by state authorities.

Shortly before the executive branch of the Government announced its plans to get tough on violent crime, the number-one man in the judicial branch, Chief Justice Warren E. Burger, called for extensive reform of the courts to reduce the chance of violent criminals getting off the hook.

"Our search for justice must not be twisted into a search for technical errors to guilt or innocence," he told a convention of the American Bar Association. "A true miscarriage of justice, whether 20, 30 or 40 years old, should always be open to judicial review, but the judicial process becomes a mockery, a mockery of justice, if it is forever open to appeals and retrials for errors in the arrest, the search or the trial."

Both Burger and Smith have described violent crime as one of the nation's most serious problems. At his confirmation hearing last month, Smith declared that his top priority for the Justice Department was leading a national effort against violent crime.

Roger A. Pauley, director of the office of legislation in the Justice Department's Criminal Division, is the official who is actually shifting the gears in the department's turnaround. He directed his staff last month to come up with the anti-violent crime proposals, many of which were pulled from the criminal code legislation that was approved last year by the Senate Judiciary Committee but never considered by the full Senate.

The most significant of the proposals from the police viewpoint would make murder for hire a Federal offense. While the extent to which the Feds want to push local law enforcers out of the area is

not yet known, department officials said Federal investigative expertise might solve a significant number of homicides committed by "hit men."

Keeping potentially dangerous offenders off the streets is the rationale behind a second proposal, which would allow judges to consider the safety of the community as a factor when setting a defendant's bail. The current law stipulates that the only legitimate purpose of bail is to insure a suspect's future appearance at trial, giving judges no authority to consider the protection of the public.

The protection of crime victims and witnesses is also a concern of the new Justice Department leadership. Officials there would like to see the obstruction-of-justice statute extended to forbid any conduct that hinders, delays, prevents or dissuades a witness from reporting a crime, seeking an arrest or testifying in

an official proceeding.

Taking a cue from the growth in victim compensation programs on the local level, the Feds proposed the establishment of a "victim compensation fund," which would provide victims of a Federal crime, or their survivors, with up to \$50,000 for lost earnings or other "pecuniary loss." Compensation would be linked to the victim's reporting the crime promptly and his willingness to cooperate with the authorities.

A fifth proposal would amend Federal law to prescribe mandatory or increased sentences for any crime in which a weapon is used or a person is injured due to violence.

The last Justice Department proposal ties in to the gist of Chief Justice Burger's address to the ABA meeting in Houston earlier this month. "We must not be misled by clichés and slogans that if we but abolish poverty, crime will also

disappear," Burger said. "A far greater factor is the deterrent effect of swift and certain consequences: swift arrest, prompt trial, certain penalty and — at some point — finality of judgment."

Burger was particularly concerned about the process by which convicted criminals avoid final judgment in their cases by filing habeas corpus petitions, suing prison wardens and parole boards and trying to get new trials by citing minor errors in their trial or arrest. Once a defendant has been convicted and exhausted the first round of appeals, the Chief Justice said, all later judicial review should be confined to past "miscarriages of justice."

Arguing that the legal system provides too much protection for the defendant and too little for the crime victim, Burger questioned whether a society was "redeemed if it provides massive safeguards for accused persons including pretrial freedom for most crimes, defense lawyers at public expense, trials, retrials and more and more appeals — almost without end — and yet fails to provide elementary protection of its decent, law-abiding citizens."

Research and development in forensics:

When bloodstains talk, John Jay listens

Forensic scientists at New York City's John Jay College of Criminal Justice are attempting to expand the frontiers of dried bloodstain analysis, testing laboratory concepts that may enable them to "fingerprint" a suspect's or victim's blood sample.

In an interview with *Law Enforcement News* this month, Lawrence Kobilinsky, an assistant professor of biology and immunology, said the technique he is perfecting makes use of minute quantities of dried blood, such as may be found at a crime scene, in an attempt to give police and the courts a better fix on crime suspects.

"At this time, most forensic laboratories restrict their [blood] typing to the A-B-O group," he explained. "I'm trying to expand upon this by developing better techniques to monitor the Rh factor, which would add a little more dimension to the whole business."

The biologist's research makes use of the college's scanning electron microscope in tests that visualize which blood groups are present in the dried stains. "I'm also using some other very sensitive

techniques to monitor some very minute quantities," Kobilinsky stated. "The better your ability to type a stain, the more likely it could be used as evidence in court."

While Kobilinsky has conceptualized a further refinement of blood analysis that he said could "revolutionize serology," he has been forced to put the idea on a back burner due to a lack of funding. The method holds the promise of identifying the elements of an individual's blood so precisely that it would virtually fingerprint the person's identity.

"It involves developing hybridoma antibodies," he said. "These antibodies are ultra, ultra specific, much more so than ordinary antibodies. If this project works, I will develop a panel of antibodies that will very nicely characterize dried stains and fresh blood. You could practically fingerprint an individual based on his blood. That's the goal."

Although Kobilinsky has obtained grants from the City University of New York and the National Science Foundation to research the hybridoma tech-

nique, he has yet to put together enough funding to get the project into high gear, despite the need for such a study. "As of now, and surprisingly so, there's very little that blood grouping can reveal," the research contended.

Professor Charles Kingston, the chairman of the college's Science Department, agreed that forensic science has a long way to go to live up to its potential. "There's a heck of a lot that needs to be done, that isn't being done," he said. "Government support is dwindling."

Kingston noted that for the past three years, he has been building a grant-finding institute within the college to support his faculty's forensic research projects.

"The Institute of Forensic Science and Technology has been thought about for a long time as a mechanism for conducting research and doing applicational work within the broader range of forensic sciences, as opposed to just the criminalistics lab work," Kingston told *Law Enforcement News*.

"The goals are to assist the faculty in developing projects, to seek funds to finance these projects, and to do the basic spadework that's needed in order to get these things going. We're trying to get private funding sources interested in supporting forensic science projects."

Kingston suggested that John Jay's Science Department is the ideal setting for the institute because it houses a broad spectrum of scientific disciplines under one roof. He noted that such an interdisciplinary approach is essential in order to move forensic techniques off the drawing board and into practical use.

"That's the beauty of our program," Kobilinsky concurred. "We have a physicist, an organic chemist, an analytical chemist, a biochemist. We have a mixture of all the sciences here and that's why this has a great deal of potential. If we can exploit the potential, then things will happen."

But the institute is being confronted by the same funding drought that Kobilinsky faces. "Five years ago, it probably would have been off and flying in a year," Kingston stated. "Now, anyone who's out looking for funds is finding it difficult. It's going to be a long, hard, spadework-type operation. We have to make connections with people, get them interested, get them thinking about fund-

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Jumping into the computer pool:

Colorado county is making crime SCAT

Computers capable of assembling detailed analyses of an area's crime patterns are no longer the exclusive property of large metropolitan departments, as a coalition of 10 police agencies in Arapahoe County, Colorado, has pooled its collective talent to plug into a crime-solving electronic brain.

Known as the Special Crime Attack Team (SCAT) system, the Arapahoe computer has already digested data on nearly 12,000 crimes, and county law enforcers plan to add at least 35,000 more entries during the course of this year. The information keys on crime location and type, suspect descriptions, and the method of operation used to commit an offense.

At the output end of the system are four squads of SCAT detectives. Each deals with a particular crime category, using the computerized reports to stay one step ahead of criminals in the county, while feeding back information to expand the computer's crime memory.

"There are about 685 law enforcement officers in the 10 Arapahoe County juris-

dictions, and each of them has thousands of bits of information in his or her head," noted SCAT director Robert Brown. "With it all collected in one computer, we have one brain which can disseminate such knowledge to everyone else."

Recently a SCAT squad used its electronic brain power to crack down on an auto-theft operation that specialized in vintage Ford Mustangs. The computer analysis revealed that two such vehicles disappeared in the town of Englewood, Aurora and Littleton had lost a couple, and a few were taken from an unincorporated area of the county.

While the information seems relatively simple, Brown noted that all of the cases could have been lost in the shuffling of theft reports from one agency to another. The computer, however, spotted the pattern almost immediately.

"We knew from what had been developed by the computer that someone wanted older Mustangs," he said. "We informed the other county agencies and other departments in the metro area."

The electronically-prompted dragnet soon snagged the owner of an auto restoration service who had put out the word that he would pay \$300 for any vintage Mustang brought to his garage.

SCAT's success in the Mustang caper won it praise in a feature article in the *Denver Post*. The paper indicated that the computerized system is mending a "chink in the armor of law enforcement" by freeing police from excessive report-writing and giving them the time and the means to develop a birds-eye perspective on criminal activity.

Governed by a board of directors composed of police chiefs and the county sheriff, the four SCAT units key on burglaries, robberies, sexual assaults and auto thefts. Each team not only uses its own leads to build the computer's data bank but also collects offense reports from the 10 jurisdictions to round out the crime picture.

As the disjointed facts and figures begin to assemble in an emerging crime

People & Places

Chapman would cut rapists off at the pass

A member of President Reagan's national advisory task force on law enforcement this month cut himself off from mainstream thinking on corrections, calling for the castration of rapists and the "sizzling" of murderers.

Making his proposals to a community anticrime gathering, Memphis Police Director E. Winslow Chapman noted that "Incarceration is not the answer" to force a downward turn in offense rates. "The problem is we catch the same criminal over and over," he said. "My detectives know some burglars on a first-name basis — we've handled them before."

Chapman made his comments soon after it was announced that Memphis's 1980 homicide rate fell only one short of

an all-time record set in 1973. "If we could sizzle two or three of those [convicted murderers] we would decrease the problem," he declared.

Noting that he was particularly concerned that rapists believe "they can get away with" their crime, the chief stated that "maybe if we can castrate rapists one or two times that crime would go down the drain."

Chapman's remarks apparently went down well with the neighborhood association he addressed, with applause punctuating the 90-minute presentation. However, he acknowledged in his speech that the American public is not ready for "mutilation and corporal punishment."

A rolling Moss gathers top SC honors

The professional standing of South Carolina trooper Dennis C. Moss took off like a gusher recently, when the South Carolina Petroleum Council named him Patrolman of the Year for 1980.

A five-year veteran of the highway patrol force, Moss is a certified Breathalyzer and radar operator, has completed various traffic education and accident prevention courses, and is a member of the Riot Team in his patrol district.

"Even though he is involved in civic and church activities, his productivity is above average for the men in our district," his commander noted at the award ceremony. "His reporting is accurate, legible and prompt, and Patrolman Moss

is very efficient. He has a very cooperative attitude and is very dependable."

Moss, who rose above six other District Patrolmen of the Year to gain the top prize, received a cash award, a pin, and a week's vacation for himself and his family at a South Carolina beach resort.

Papadopolus dead

Sheriff Cary Bittick of Monroe County, Georgia, took over the presidency of the National Sheriffs Association last month after NSA president George Papadopolus died of a heart attack.

The former sheriff of Stark County, Ohio, Papadopolus was defeated in the general election there last November, but he stayed on to head the NSA, in a post he had held since June 1980.

A 30-year veteran of the association, the lawman was first elected to the group's Board of Directors in 1970, was appointed sergeant-at-arms in 1973, and then elected sixth vice president the following year. Papadopolus's recent defeat in Stark County ended his 13-year tenure as sheriff there.

Fogel goes Fulbright

David Fogel, a professor of criminal justice at the University of Illinois, has landed a grant as a Fulbright scholar for the 1981-82 academic year. He plans to study Western European alternatives to incarceration through the Archives of the Ministry of Justice in Paris, France.

Fogel, who teaches at the university's Chicago Circle Campus, plans to examine correctional policies in Denmark, Germany, Italy, the Netherlands, Sweden and the United Kingdom. His research ultimately will focus on reducing the reliance on the use of imprisonment in the United States.

The Fulbright scholar, who serves on Illinois governor's Advisory Commission on Criminal Justice Legislation, was formerly the executive director of the Illinois Law Enforcement Commission and the commissioner of the Minnesota Department of Corrections.

Henry paroling

A change in governors in Washington State has led to change in the chairmanship of the state's Board of Prison Terms and Paroles, with William E. Henry appointed recently to replace Diane Dberquell.

According to the Seattle *Post-Intelligencer*, Henry's appointment involved some legislative wrangling on the part of the new governor, John Spellman. His predecessor, Dr. Dixie Lee Ray, had sent Dberquell's name to the State Senate for reappointment, and Spellman had to cut the nomination off at the pass, requesting that the lawmakers return it without consideration.

Henry, who was officially approved by the Senate to serve in the corrections post through 1985, is not unfamiliar with the Washington prison system. Before his appointment, he had been working in the state Office of Financial Management as a research investigator and policy analyst in corrections and criminal justice.

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≡ SUPREME COURT BRIEFS ≡

By AVERY ELI OKIN



Almost half a century ago, members of the judiciary and the nation's organized bar recognized that extensive coverage by the news media of sensational trials sometimes detracted from the essential dignity of the Court and resulted in serious interference with the administration of justice. After the obligatory period of study of the problem by the American Bar Association, the House of Delegates, the ABA's official policy making body, adopted Judicial Canon 35 on September 30, 1937, in essence declaring that "all photographic and broadcast coverage of courtroom proceedings should be prohibited." Fifteen years later, the House of Delegates amended Judicial Canon 30 specifically to prohibit television coverage of courtroom proceedings. These positions were reaffirmed in 1972, when the Code of Judicial Conduct Canon 3A(7) superseded Judicial Canon 35 and its amendment.

Shortly after the reaffirmation of the ban on television in the nation's courtrooms, there arose a movement for revision of the Canon 3A(7). Spearheaded by the ABA's Committee on Fair Trial-Free Press, and with the support of the Committee on Criminal Justice and the Media, the proposed revision would have permitted courtroom coverage by the electronic media, under the control of the trial judge, if such coverage could be carried out unobtrusively and without interference in the trial. Despite strong

committee support for the revision, the House of Delegates rejected the proposed change on February 12, 1979.

Independent of the bar association's actions, the Conference of State Chief Justices conducted its own study of electronic media coverage of court proceedings. On August 1978, at the 30th annual meeting of the Conference of Chief Justices, a resolution was approved by a vote of 44-to-1 to allow "the highest court of each state to promulgate standards and guidelines regulating radio, television, and other photographic coverage of court proceedings."

Coinciding with the adoption of that resolution was the completion of a one-year pilot project which allowed coverage of "all judicial proceedings in Florida without reference to the consent of the participants, subject to detailed standards with respect to technology and the conduct of operators." The Florida Supreme Court evaluated the results of the pilot project, conducted surveys of those persons who participated in the project and analyzed the experiences of those six states which at the time had adopted rules allowing electronic media coverage.

Having reviewed all the available data, the Florida Supreme Court concluded in *Petition of the Post-Newsweek Stations, Florida, Inc.*, 370 So. 2d 764, 780 (Fla. 1979), "that on balance there was more to be gained than lost by permitting electronic media coverage of judicial proceedings subject to standards for such coverage." Underlying this conclusion was the belief that since courts significantly affect the day-to-day lives of the citizenry it was essential for the people to have confidence in the process.

Broadcasting trials, it was concluded, would contribute to both a wider public acceptance of the process and an understanding of the decision.

These views were not restricted to the members of the Florida Supreme Court. By October 1980, 18 states had promulgated rules permitting electronic media coverage of both trial and appellate courts. Three additional states permitted coverage of trial courts only, while twelve other states are currently studying the issue.

In light of its conclusion in the noted case and the trend in other states to allow electronic media coverage of court proceedings the Florida Supreme Court issued a revised Canon 3A(7), which stated that:

"Subject at all times to the authority of the presiding judge to (i) control the conduct of proceedings before the court, (ii) ensure decorum and prevent distractions, and (iii) ensure fair administration of justice in the pending case, electronic media and still photography coverage of public judicial proceedings in the appellate and trial courts of this state shall be allowed in accordance with standards of conduct and technology promulgated by the Supreme Court of Florida."

Very specific guidelines for implementation, which detailed the type of electronic equipment to be used and the manner of its use, were set forth in *Post-*

Newsweek Stations, 370 So. 2d at 778-779, 783-784. Against such a backdrop, the United States Supreme Court was asked, in the case reviewed below, to rule for the first time on whether electronic media and photographic coverage of criminal trials violates the Due Process Clause of the Constitution.

Televised Criminal Trials

Chief Justice Burger, speaking for a unanimous Supreme Court, delivered a long-awaited decision which held that over the objection of a criminal defendant, and under certain specified conditions, like those set forth in Florida's revised Canon 3A(7), a state may allow electronic media and still photographic coverage of a criminal trial for public broadcast without offending the Constitution in announcing that decision, the Chief Justice departed from his long-held position that television cameras have no place in a courtroom.

This landmark decision, and the Chief Justice's dramatic philosophical turnaround, was perhaps the result of the fact that since this was the first Supreme Court case in the area, Chief Justice Burger softened his view in order to gain a unanimous vote, only to preserve his intellectual honesty by writing an opinion which allows many avenues for challenging the use of cameras in specific cases.

The present case arose in July 1977. Continued on Page 12

Lines from the Front...

To the editor:

After reading your article in the December 22, 1980, issue concerning the disarming of off-duty officers, I feel that there are some points which should be examined in order that the question be fairly presented.

Mr. Fyfe states that 10 percent of officers killed between 1972 and 1978 were off duty and that 12 to 17 percent of homicides by police were off duty. These figures serve only to confirm that the concept of the "24-hour cop" is working. Off-duty police officers do take action when needed, just as they do when on duty. On-duty police officers occasionally have to kill in the line of duty and are sometimes killed in the line of duty. It is only logical that the off-duty officer who takes official action should fall prey to the same risks. There have been cases of the off-duty officers using their weapons unwisely, just as on-duty officers sometimes do.

Mr. Fyfe points out that no substantial attempt has been made to measure the anti-crime impact of armed off-duty police officers. Is it logical that an unarmed off-duty officer would be more of a deterrent to crime than an armed off-duty officer? Hardly! The simple observation by Mr. Fyfe that bars frequented by off-duty officers are robbed less often than other bars certainly suggests on-duty officers would behave more properly because they would be unarmed off duty and, therefore, more vulnerable to revenge is ridiculous. Two points should be made here. First of all, in case Mr. Fyfe

has not noticed, there are people on the street who just hate cops. These people do not need an excuse to attack a policeman at the first opportunity to do so and without reason.

Secondly, even if the policeman does not take official action off duty, he is liable to become a victim of violent crime as anyone else. It would be unreasonable to deprive him of a means of personal defense. Mr. Fyfe suggests that it might be preferable to use off-duty officers as unarmed reporters of crime in progress rather than as armed interveners. Imagine if you will being "an unarmed reporter of crime" observing a fellow officer or a member of your own family being murdered. Mr. Fyfe fails to mention if he also included on-duty plainclothes undercover officers with off-duty officers in his disarmament proposal. Certainly, an off-duty officer is no greater threat when he draws his weapon than a plainclothes undercover officer.

If we follow Mr. Fyfe's train of thought to its ultimate conclusion, it would be that in the end we would disarm all police, on and off duty, and policemen would simply intervene in violent crimes and, therefore, there would be no violent encounters with the resulting violence.

It should be obvious to all concerned that the solution to the problem of officers intervening off duty is not one of armed or unarmed, but rather a question of the proper training of officers in the handling of off-duty arrests.

Sgt. SAMUEL W. GREEN Jr.
Jefferson Co., Alabama, Sheriff's Dept.

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It's time to educate the public about the police role

I am a police officer with a Master of Arts degree. Why am I frustrated? People have a negative attitude toward police officers. Police administrators have a negative attitude toward their men. Why did the Federal Government spend millions of dollars for the Law Enforcement

of ethics, but rather a group who is educated, who understand human relationships, who realize crime will never be eradicated but strive to contain it by utilizing men who are not harried, who are paid commensurate to their performance and who effect results not only through arrests and summonses, but also possibly through public relations, police-community relations, community interaction or crisis intervention or any other sophisticated means that does not include brutality, corruption or favoritism.

In foreign countries, the people are fearful of their police. France's police are highly respected but seem to have earned this respect by having the people fear them. This respect has aided them in having a freer hand at applying the law. Recent Supreme Court decisions, although now tending to ease up the restrictions on us blue-coats, still hold the constable responsible for his past blunders. The time is now to professionalize the police, to remove home rule when it has a crippling influence on a department's crime reduction techniques.

There are so many criminal justice professionals, so many dedicated people working at jobs which pay less than the average burglar. Why the dedication? Is it the talked-about macho image, the gun and bullets, the silver badge? Or is it simpler: the individual's ideals, his service to society, his part in making himself feel better by helping others? Cops are really like any other people, only we have to be somewhat tougher because we see people at bad times. We see dying people, sick people, frustrated people, poor people, angry people, and to top it off, we are usually crucified for using too much force, or not enough, for mishandling a situation that we had five minutes to evaluate. "Police Story" played upon our weaknesses, "Bamey Miller" showed our enjoyment and the "Blue Knight" portrayed the cop's reality. We strive to do our best. Sure we drink, we go out with girls and we gripe about our bosses and our customers, but when the civilian goes home from work, he can usually have the option of forgetting about the job. We

can't! How can you forget a double homicide or a cardiac call where you were almost successful, or the old lady who isn't really sleeping, she's dead.

We must show the public that we have a tough job, that regardless of the size of the locale, the terrain of the land, or the makeup of the people, the threat of violence, the build-up of anxiety, the reality of confrontation, and the inner pressures of the job are always there.

Understanding is an important part of any relationship. Granted there are cops who are cold, cynical and indifferent. Some of us look at them as survivors; others, mostly the younger officers, look at them as apathetic. Actually, they are acclimating themselves to a demanding job (it is far from a profession as yet). They are reacting just as a slum child reacts to his environment. The Law Enforcement Assistance Administration has bred a new wave of police officer — let's put these people to use.

Stop all priorities that forfeit human qualities. Numbers are easily quantifiable, qualities are not. Police-community relations is an asset that must be considered. Crime prevention, not detection is the new wave. Education was and still is the answer for a professional model of law enforcement. We must work to institute measures that promote effective, efficient law enforcement, law enforcement that stimulates productivity and results in crime reduction.

Police officers are on the most direct

line to the public who act as our customers. We know where improvements need to be made, not only within the police department's administration, but in the political sector as well. When the police are respected on an equal basis with those of other public agencies, our recommendations will not be shrugged at, because they might work. Our programs are based on experience, on education, on practicality, and they will work. We know this because in small ways, a small number of times, we do succeed even if the odds are against us. We have more to offer than traffic directions, dance tickets or a "top of the morning." We are and will continue to be educators in an uneducated, somewhat undisciplined society.

Education does not refer entirely to college, but rather to life experience which is so important. We all have learned from our experiences, and most of us were taught well by our parents. This practical know-how rounds you as a person and benefits you as a cop. We know tempers can flare, words can be exchanged and if all is handled professionally, problems can and will eventually be solved.

We need a separate group, a board, a gathering of as many respected police officials from around the world to meet to establish a professional police service, to evaluate our law enforcement practices, to make for a more peaceful, more crime-free society.

(The writer is a police officer in West Orange, New Jersey.)

PUBLIC FORUM By SCOTT B. ALSWANG

Program? Was it to have a bunch of unsatisfied employees? Why is it that in every other job in the private sector, the manual of operations, if there is one, is positive, describing benefits, etc? In my job, everything points toward negativism.

The service we provide is a vital one. We don't always drink coffee, talk to pretty girls, or harass blacks and other minorities. Why can't we go out and have people accept us as people rather than cops? Many educated police officers want to do a job, a good job, one that is evaluated by more than the number of tickets one gives out each tour. Doesn't public relations, easing racial tensions or assisting an elderly person count toward a more meaningful evaluation? Why does everything revolve around tickets and arrests?

Police work is a wide field, a growing field, yet everywhere you go, the emphasis is on "collars" or arrests. I submit that just as the Federal Government concentrated its efforts on educating this nation's police, we should devote ourselves to educating the public as to what our job is really about. We are not all on "Adam-12," "Kojak" or "Hawaii 5-0."

Many of us believe in an ideal that we are competent and educated, that we have a service to offer, that we are useful and we are necessary to preserve the ideals a society such as our needs to survive. What we need is separatism from political pressure, from departmental pressure, from union pressure. We need a group of people dedicated to crime control, to making policing more professional. Professional not in the sense of a systematic body of knowledge or a code

Feds moving to grab back radar's lost credibility rating

Continued from Page 1

noting that the operator should be alert enough to anticipate such interference. "I would think that a guy looking out there and seeing nothing moving would say, 'I must be tracking may alternator or my fan motor.'"

It will be some time before the NHTSA develops its "List of Qualified Products" from the NBS guidelines. Emily Rudin, the NBS spokeswoman, noted that "interested persons" were given until February 17 to submit comments regarding the guidelines. Each of the viewpoints must still be studied for possible inclusion in the standards, which will then be applied to actual product testing.

Miller indicated that NHTSA has not yet devised a method to check if departments stick to the list when they buy radar guns in the future. "That's something we're still working out, but that's something we're obviously going to have to delegate to the states themselves and to the regional administrators and the local planning officers in each state."

But Miller does not foresee a major problem with compliance. "I don't think there's any way we're going to be able to

police this to the Nth degree," he said. "We would expect that they'll be a great deal of voluntary compliance, both on behalf of the industry and the police agencies themselves to follow the QPL. It would be much to their advantage."

The NHTSA spokesman declared that the issue is directly linked to the 55 mile-an-hour national speed limit. "The enforcement of the limit is incumbent in many respects to a good, definitive, easy means of providing an enforcement tool, and radar is that tool," he said.

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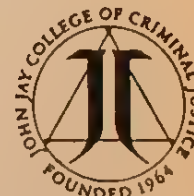
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Moving from 'Fort Apache' to

An interview with Chief Anthony Bouza of the Minneapolis

LEN: Your predecessor, Donald Dwyer, served as chief for six months after apparently being given a mandate to straighten out the force. What was the problem there?

BOUZA: The problem was about eight years of politicizing. What had happened is that in the early 70's a police officer ran for mayor and, to everyone's surprise, won. Then everybody that helped him was part of the "ins" and they went in. He lost a subsequent election — it's a two-year term — and everybody was out. Then he won again and his team came back in, then he lost and his team was thrown out. In the process of those winnings and losings of mayoral elections, the police department got politicized in a way that made it really unique in the United States. Merit and activity went out the window and the only thing that mattered was whose team you were on, Team A or Team B.

In disgust over that, in 1979, the citizens of Minneapolis changed the charter, making the chief's term a three-year term, appointed by the mayor, approved by the council — the council is 13 people — a majority vote of the council, and would thereafter serve for three years, removable only on the nomination of the mayor and a vote of the council. I'm the first chief to function under that title.

Additionally, the two individuals that were involved in those elections — Charles Stenvig being the police officer and Al Hofstede being the Team B — are both out of the mayoral business, and a new individual named Donald Fraser was elected in 1979. He is a wholly different sort of individual, rather uniquely competent, thoughtful, responsible, and he understands his role and has let me run the police department, only asking for an account and trying to find out where I'm going, but not interfering in any way. So the politicization of the department was the key issue here, and it had to do with mayoral politics.

LEN: When he was leaving, Dwyer told reporters that his successor should institute a strong internal affairs unit and trim the command ranks. Did you follow those suggestions?

BOUZA: Yes, I have. The internal affairs is now a very tough operation, as I think other people would say; fair but tough. We've had some very tough disciplinary cases come down since then, one dismissal, some very heavy suspensions and penalties and so on. In terms of trimming the supervisory ranks, I have refused to make

any promotions since I have been here. The federation has taken me to arbitration and has won the right to make two promotions which I am being forced to do. I have once again refused to make any further promotions, and we have once again gone into arbitration. There is no question that we have a very bloated supervisory rank level here, but I think this is true of every police department in the United States. I've never been connected with a police agency — and this is the third major one that I'm involved with — that did not have too many supervisors.

LEN: Given the politicization of the department before you arrived, how are you getting these commanders to respond to your leadership?

BOUZA: What has happened is that the election of Fraser, the fact that I have a three-year term, the fact that the two principal players in that game are now out of it, and the charter reforms, all tended to create a climate that began to end the politicization of the department. For myself, what I've been able to add to it — I'm not claiming any credit for depoliticizing the department; I think it was done by other forces — what I've done is simply reinstituted a merit system and made assignments, transfers and so forth on the basis of merit, stopped all the Mickey Mouse politicking, and I think I've got the department on a footing. The mayor, in his State of the City Address, boldly announced that the depoliticization of the department is really complete, and I agree.

LEN: When you transferred from the New York City Police Department to become deputy chief of that city's Transit Police Department, a group of high-ranking offi-

professionals to be commissioners who will deliver better quality service. Now if that service fails, who do the people hold accountable? They can't hold the commissioner accountable; they have to hold the mayor accountable. And how, then, does the mayor deliver on his promises? Only by being able to exercise power over his appointees. So I am not for insulating chiefs or commissioners from political control. I think our representative form of government requires civilian control and requires that we be amenable to the direction of mayors.

LEN: You never seem to shy away from a political issue. What has this meant as far as your effectiveness as a police executive is concerned?

BOUZA: Well, in the New York City Police Department I left after 24 years because I no longer felt welcome within the department. It was perfectly clear that the police commissioner was not keen on my performance, and so I had to leave there. I was forced to resign from the Transit Police, and forced to seek a job outside of New York City, so obviously it has affected me negatively in terms of the impact on my own life and career. But I've been willing to take those risks and I'm still willing to take them.

LEN: In terms of the police commissioner you allude to — Michael Codd, I believe — do you see a dichotomy between your views of policing and his?

BOUZA: I don't think there's any doubt of it. I think that there is a conservative philosophy and a different philosophy. I would not call mine a liberal philosophy because I always ran a very aggressive patrol operation, called for the death penalty, called for tough, strict laws and tough penalties, warehousing criminals, attacking

'Minneapolis is a kind of reasonably tranquil island in a turbulent sea. The crime levels are not high, it is a community that works. It's a very stable environment.'

cers there went to court to try and block the appointment. Nonetheless, some of the very same officers praised your performance when you resigned from the transit force a few years later. What was behind this radical turnaround of opinion?

BOUZA: Well, I make a full commitment to any agency that I join. I love police work and I love my colleagues, and I work very hard with them, and I think that over the three years that I was there they saw that I really worked very hard to improve the agency. I talked straight to them, and there were no promotions from the moment that I arrived to the moment that I left — not one individual was promoted — so they couldn't say that I was throwing them any bone. They're professionals who care about their agency, and I think that they perceived in me someone who would care just as much as they did and was willing to work just as hard as they were to make it better. In the end I think that won them over.

LEN: Reportedly you were forced to resign from the transit post by Mayor Edward Koch, who complained about rising crime on the subways. Would you characterize the mayor's move as political, or grandstanding?

BOUZA: It is true that I was forced to resign. The mayor was responding, I think, to what he felt was a sincere attempt to attack crime on the subways, but misguided in the sense that he thought he understood police work when he really doesn't. He attempted to impose programs that everybody knew could not work, and didn't work. They failed, and everybody knew it, but everybody was afraid to tell him. I was not.

LEN: In light of that situation and the situation that existed in Minneapolis before you arrived, should police executives be better insulated against the vagaries of politics, or do they have an inherent role in the political arena?

BOUZA: I think that they should not be better insulated. Insulation is a dangerous business because the people of this country elect mayors to run the city government, and how do you run the city government but through commissioners. If you look at the New York City government, the only way to effectively develop services is by naming tough, energetic, knowledgeable

the recidivism problem vigorously. But I also called for accountability and review in attacking the problems of corruption and brutality, and the development of community relations, giving people a chance.

It's too complex an issue to define as conservative or liberal, but definitely we're talking about two very different philosophies. Mike Codd and I were not very different temperamentally; we both loved the police department and its members, but I think we saw the way to reform and strengthen those agencies in totally different perspectives. I wanted a lean, spare, tough department, and he felt himself much more a member of the club, I think.

LEN: Do you think your view as far as a leaner department will come about in various parts of the country as a consequence of diminishing resources?

BOUZA: No, I don't. I think what we will see is the lower ranks continuing to suffer; they will be laid off, fired and not hired, and the brass will continue to be bloated and sustain every privilege and every advantage, at the expense of the people, the agency and the police world.

LEN: One of your more controversial stands involves the legalization of marijuana. Why do you think Federal, state and local enforcement agencies are still expending significant amounts of time and money to crack down on the drug?

BOUZA: I never really said that marijuana ought to be legalized; I said that it was a mistake to criminalize it, because we were jumping to a conclusion. We concluded that it was awful and harmful and deleterious to morals and health, and we concluded that it was automatically wrong. My question was, why did we conclude that in the absence of evidence, when a Presidential commission said that this was not the case?

So I never called for the legalization of marijuana. What I said was that having criminalized it was a mistake. That may sound to you like I'm saying the same thing in a different way, but I'm really not. I don't believe that we ought to pass a law unless it is something that we want to control, and we shouldn't really have concluded that it was necessary to control marijuana. I think that the society expends a lot of energy in areas like this, and very foolishly. The whole

This month, Anthony V. Bouza completed his first year as chief of the Minneapolis, Minnesota, Police Department, stabilizing a force that had been rocked by a decade of local political wrangling.

A 23-year veteran of the New York City Police Department, Bouza put his career on the fast track by becoming a principal aide to the highest-ranking member of the uniformed force. Known as an innovator, he helped institute such projects as a '911' emergency telephone system, computerized dispatch operations and affirmative-action hiring.

In January 1972, Bouza was appointed Inspector General of all NYCPD operations, assigned to assess command performance, investigate corruption and identify the system's strengths and weaknesses. He subsequently became executive officer in charge of the Traffic Division, and was later promoted to the rank of assistant chief, commanding a 3,000-officer contingent in the borough of the Bronx.

The lawman left the NYCPD in 1976 to serve a three-year term as deputy chief of the city's transit police force. He resigned the post in the wake of a controversy involving the methods used to stem the transit system's rising crime rate.

Born in Spain in 1928, Bouza worked in New York City's garment district in the late 1940's, served a hitch with the Army, and joined the NYCPD in 1953. The holder of a B.B.A. and an M.P.A. from Baruch College, he is considered to be one of policing's more knowledgeable leaders, having lectured at over a dozen universities and institutes on law enforcement matters.

This interview was conducted for Law Enforcement News by Michael Balton.

to a 'tranquil island'

police Police Department



Anthony V. Bouza

issue of prostitution, gambling, marijuana gets us involved in the police trying to control public morality, and it just gets to be a very hairy issue. Just look at the police agencies' relations to the gay community in various cities. In some areas it is very strict and tough, and in other areas it's more liberal and understanding. So I think that the police world doesn't understand a lot of complex social issues and tends to spin a lot of wheels dysfunctionally.

LEN: The Drug Enforcement Administration has reported that a new wave of high-potency heroin is entering the United States. Has this wave reached Minneapolis?

BOUZA: No, Minneapolis is a kind of reasonably tranquil island in a turbulent sea. The crime levels are not high, it is a community that works, unemployment is low. It's a very stable environment, the work ethic lives here. Somebody asked me what I thought of Minneapolis and I said, "Well, Lincoln Steffens went to Russia in the 20's and — I think mistakenly — came back and said 'I've seen the future and it works.' In Minneapolis, I think we can say 'I've seen the past and it works.' " It really does work. People do work here, and so you don't see tremendous problems in terms of drugs, morality, criminality, violence. It's a pretty stable, pretty well held together community.

LEN: Drug enforcement must have been high on your list of priorities when you were the NYCPD's borough commander in the Bronx. Did you see the drug problem there as an indication of a deeper social problem?

BOUZA: Everything that is happening in the Bronx is an indication of a deep-rooted social problem which has its origins in things like unemployment, poverty, inadequate housing, poor education, arson, rent control — a lot of things that the police have no control over. I commanded the forces there for almost four years, enjoyed every minute of it, loved it. It was a bully pulpit, I enjoyed the job enormously, but the police there are basically a holding operation and are dealing with social problems that they cannot control, shape or direct.

LEN: In what respect did it show itself to be a "bully pulpit"?

BOUZA: It was a happy time, working with my colleagues, having my own command of 3,000 officers, a large community, lots to do. It was very exciting and vibrant. I love my work, so I just enjoy doing it and I enjoyed working with my colleagues. When I'm in police work I'm happy, and when I'm not, I'm not.

LEN: You once described your job in the Bronx as that of a commander of an "army of occupation in the ghetto." Could you elaborate on that?

BOUZA: That's just what I mean. What do we have there? A tremendous amount of misery, unemployment, unhappiness, inadequate housing, and the police are there, basically, to keep everyone quiet, invisible and in their place. You saw what happened at Yankee Stadium when the middle and upper classes in America confronted the lower classes at an event there which attracted a lot of rich and powerful people. You saw that they didn't like it. I lost my job over it, and ultimately [former New York mayor Abraham] Beame and Codd lost their jobs, not entirely because of it, to be sure, but substantially because of it. And the message is very clear: keep this quiet, keep it under the rug, we don't want to see all these blacks and Hispanics who are miserable, unhappy, unemployed and all of that. Keep them out of sight. That's basically the police problem, and that's really the great dilemma of the Transit Police, because that's where you really encounter the poor people, in the subways. And nobody really wants to see them.

LEN: I take it you have a different perception of your current role as Minneapolis's police chief as opposed to your work in New York?

BOUZA: Well, yes. I have a number of priorities here. I feel that my time cycle and plan would be a three- to five-year term, and during that time I've had to do a number of things. I wanted to get the number of precincts down to a sensible number; every city seems to have too many precincts, and New York is certainly no exception. Here in Minneapolis we had six, and I've reduced it to four.

Then we obviously had to deal with the pressure of rising calls for service and some rising crime, to be sure. We

had to go to one-person patrols, and we did that. We're now about to institute name tags, and we're going to have to undertake minority recruitment, and that effort is well underway. We have to reduce the supervisory levels, emphasize productivity in street crime, traffic safety and service, bring in 911. We've got a heavy agenda and it's moving right along. So far we've managed to achieve about a third of it.

LEN: You mentioned affirmative action efforts. Are you under any Federal pressure at the moment?

BOUZA: None whatever. I'm doing it only because it is right, and because I want to bring qualified minorities into the police department. I don't like court orders that force you to dilute standards and bring in unqualified people. I want to bring in qualified blacks, women and Indians — we have a large American Indian population in this city — and I want to bring them into the police department on my own initiative and volition.

LEN: Has Minneapolis, despite your assessment of it as being a reasonably tranquil island, felt the effects of the nation's overall rising crime rate?

BOUZA: Yes. Crime here rose eight percent in 1980.

LEN: Do you think that the electorate's recent shift toward the right, as evidenced in the 1980 elections, is a reaction to rising crime, among other things?

BOUZA: No question of it. I think that the levels of fear in America are rising at a terrifying rate. The Dade County area in Florida, I think, doubled in homicides. Los Angeles had a higher per-capita murder rate than New York City. New York, meanwhile, had almost 1800 murders in 1980. Dallas is the murder capital of America. What happened in 1980 was atrocious, and what is happening is that it is precipitating and escalating fear in American society, which I think is a very ominous sign for the future, in terms of bigger jails, more repression, bigger police departments, tougher laws, rather than attacking the underlying ills of unemployment, inadequate housing, inadequate education, poverty, racism, and a lot of other factors that are creating all of this street crime.

LEN: You were a consultant in the preparation of the Figgie Report on fear of crime in America. Do you feel the report was adequately publicized both in the police and civilian sectors?

BOUZA: I don't know about the police world; I have a feeling that very little gets very much publicity in the police world. We don't have enough scholars who are also police officers, I'm sorry to say. I think in the secular world it did receive a great deal of publicity, a lot of commentary and attention. I think it's a landmark study, one that requires a lot of — I think it's pregnant

NYCPD, do you think that force did a fair job responding to social change?

BOUZA: I think the department underwent some remarkable transformations in my almost quarter-century there. The department I entered in 1953 was brutal and corrupt. In 1966 and '67 we attacked the problem of brutality very vigorously and conquered it. In 1972 we attacked the problem of corruption and conquered it. By 1973 the department had probably reached the zenith of its cleanliness and efficiency. It has been going downhill steadily ever since, without interruption. It is adrift and sliding. I don't think it has any focus at all today, whether it's social or criminological.

LEN: What do you feel a chief can do to keep on top of situations which may point to the need for change?

BOUZA: I think a chief has to understand his trade and his profession, and respond to the challenges, articulate the issues, engage in continuing debates, and undertake the reforms that everybody knows ought to be done. You look at the New York City Police Department. Is anybody in any doubt as to reforms that need to be made? You need fewer precincts, you need one-person patrols, you need to reduce the bloated supervisory levels at the higher ranks. You need a management study of the department, you need to get units that aren't doing anything to begin to do something. I don't know that Internal Affairs or Inspections are doing very much these days. Intelligence? They're out of the intelligence business altogether, which is a hypocrisy.

What I'm really saying is that chiefs everywhere ought to be looking at the problems that everyone can see and undertaking the solutions that everybody

'Just like Oliver Twist and the porridge, [chiefs say]: 'More cops, more money, more equipment.' They've stopped thinking of the underlying social causes [of crime].'

with significance. I read the Figgie Report, participated in its deliberations, and I wonder what we will be talking about in 1990. I have a feeling we may be talking about something far more drastic than we're doing today.

LEN: As far as policing goes?

BOUZA: Policing, even things like class warfare, how to deal with poverty, a Marxist interpretation of the causes of crime. I think we're in for some very exciting but painful years.

LEN: During the 70's, police seemed to tend toward being social interveners, emphasizing as never before the behavioral science aspects of law enforcement. Judging from what you've said, do you think that policing will go back to a more hard-nosed approach to the job?

BOUZA: I think they are. You look at the statements of every chief in the United States, they're saying "More police." Just like Oliver Twist and the porridge: "More cops, more money, more equipment." They've stopped thinking of the underlying social causes and they're responding to public pressure. The people are saying: "Get this mugger off my back. I don't want my home burglarized, and I don't want to hear anything about social theories." And the cops got the message.

LEN: Looking back at the years you spent with the

knows about. I'm not suggesting mysteries or secrets. If you went to any 10 cops in New York City, got them together in a room, in no time at all you would know what the problems are and what the solutions are.

LEN: Do you see a group such as the IACP or other chiefs' organizations as helping to effect change?

BOUZA: I'm a member of both IACP and PERF, and I think PERF would be more likely to undertake innovation, experimentation and change. I think the IACP represents a very conservative element in policing and I would not see that organization as the hard, sharp cutting edge of reform or change.

LEN: How then do you see the role of IACP?

BOUZA: It has a place as a national organization that holds our profession, however tenuously, holds it together. It has a place, as I think PERF has a place. I often wish that the IACP would be more reflective of the larger police departments and of the views of some of the more progressive chiefs. I think they have been very hospitable to some conservative ideas and not very hospitable to some more liberal trends. So I have difficulties there, but then I have difficulties with everyone everywhere. What else is new?

LEN: There appear to be indications that policing is

'I've always been a trade unionist at heart, and I believe in their role, but they've got to be kept in their place, just as management has got to be kept in its place. And where it is necessary to fight them they must be fought.'

entering an age of proactive law enforcement, with an increase in the number of Sting and decoy operations. Is a proactive stance desirable as an anticrime strategy?

BOUZA: I think it's absolutely essential, but I would disagree that we are entering a proactive stage. I think we are actually slipping and sliding down from a high point in the 70's when such innovations as anticrime forces, decoys, Sting operations and so forth were initiated in local police forces. I don't see much innovation or experimentation; I see a kind of Ice Age settling over the police world in the United States. Now it happens that Abscam is a very interesting and welcome departure. The FBI has shifted its focus to organized crime and political crime. I think that was really tremendous. You can see the attacks that it is under from very powerful elements in our society about entrapment and all that, but God knows, it is high time we began to attack corruption, organized crime, political crime, and the more vigorously that it is done, the better. But I have a feeling that even Abscam-type operations have seen their day. My own feeling is that the sun is setting on proactive policing, which is absolutely essential, and I'm sorry to say that the sun is setting on it.

LEN: Is there an organized crime problem in Minneapolis?

BOUZA: In fact, there is not, in the main. I'm sure that it exists to some small degree, but the community itself, a very clean, corporate community, a lot of civic involvement, the citizens are very active, they just have not permitted the ground to be very fallow for its growth. So I don't think that it is anything that the police department can claim credit for, but I think the citizens of Minneapolis have largely succeeded in keeping organized crime out.

LEN: After two police careers in New York City, do you find your work in Minneapolis to be somewhat tame by comparison?

BOUZA: Not at all; this is the toughest job I ever had in my life. The issues are the same, and they're very tough. Reducing the precincts from six to four was a very difficult business. Going to one-person patrols was just as tough here as it would be in New York. We are now going to name tags and that's going to be a very hot issue. Minority recruitment is a tremendously sensitive issue. My refusal to make promotions of any kind has gotten me embroiled in controversy. A number of very tough disciplinary cases have gotten the union very upset. The union here has taken out full-page ads denouncing me and things of that nature. So it's been a very, very heated and controversial period, this last year, and I expect that it will continue.

LEN: Is the introduction of name tags for your officers something that was brought on by public pressure?

BOUZA: No, no. That's entirely my initiative.

LEN: Why do you think this is beneficial?

BOUZA: I think it promotes accountability and easy identification, and I think that it also promotes what I believe to be one of the key roles of the police administrator, and that is to make the police the servants of the law rather than its master.

LEN: What do you say to critics of that type of system, who contend that it puts the officer in danger?

BOUZA: I say that it is bull. I've always had my name in the telephone book and I've always been happy to identify myself, and I've spent a lot of time in uniform, and if there is any danger connected with any specific event, we ought to take care of it. If the officer is endangered, we ought to protect him, and if there is a specific risk, we ought to mitigate that risk, but not in general. If one individual becomes the target of some concentrated campaign, we've got to protect that individual. I've always stood by cops as they attempted to do their job; in fact, my whole record has been to stand by them and support them when they're doing their job. So if a cop has got a problem over it, I would certainly be sympathetic.

LEN: You mentioned that you're having some difficulties with the Police Officers' Federation of Minneapolis. Do you think that police unions around the country have too much input into management decisions?

BOUZA: Only where the chief allows it. There has to be a healthy, wholesome conflict and tension between the union and the chief. One is management, one is labor. One represents the welfare of the worker, in terms of wages, benefits, and the attempt to make the workers' lot more comfortable, and the other one has got to deal with the merciless requirements of a more effective

operation, more bang for the buck, and doing more with less and diminishing resources. So there's got to be a healthy conflict. I would suggest that wherever there is too much amity between the police management and the police union, that it is probably unhealthy for the people in between.

LEN: Some would contend that police unionism is an obstacle to productivity. I take it you would not agree?

BOUZA: I would not. I think that the unions have a role to play, and a very positive role. I've always been a trade unionist at heart, and I believe in their role, but they've got to be kept in their place, just as management has got to be kept in its place. And where it is necessary to fight them they must be fought.

LEN: How do you measure police productivity, as far as the Minneapolis force is concerned?

BOUZA: In three principal areas: our ability to control street crime, in terms of arrests and what happens with the crime spiral and convictions, attacking recidivists, and so on. Number two would be the quality of the service, that is, how many cars can you run, how many calls are you handling, how speedily are you handling them, do you have 911, a good radio frequency operation. All of that can be measured. Three would be traffic safety: fatalities, accidents, your ability to issue summonses and tags and drunken driving arrests. Those are basically the three areas: street crime, service, and traffic

'I don't see much innovation or experimentation; I see a kind of Ice Age settling over the police world in the United States. The sun is setting on proactive policing.'

safety. All of them can be measured, and you can measure the progress and productivity of a police department. I've done it everywhere I've gone, and I don't find any difficulty in it.

LEN: You once told a reporter that the typical policeman "is shocked that society doesn't appreciate him sufficiently." Can improved police-community relations programs provide the answer?

BOUZA: No, I don't think so. I think it's a lack of understanding of the role. The policeman doesn't understand his impact on the people whose behavior he's trying to control. He doesn't understand that there are hypocrisies and anomalies in our society. And society doesn't know anything about the police world.

Surely community relations programs will help, but I said that they're not the answer because the answer is greater understanding. There has to be more debate, more discussion. One of the things that I've done here is attempt to debate almost every salient issue as it arose, and inform the public. My advice to the public has always been: "I don't want you to agree with me. I want you to understand the issues and come to your own independent judgments. It doesn't matter to me whether you agree with me or not, but it does matter to me whether you understand the issues or not." All too often they don't understand the issues, so they want the simplest quick-fix, and that doesn't help.

LEN: A recent LEAA report criticized many community relations programs for being superficial. Do you agree?

BOUZA: I think that in the main they are. In the Bronx, we taught the ghetto kids to swim — I didn't learn to swim myself until I was 24, and I thought all those black and Hispanic kids there should be learning to swim. So we taught them to swim, we planted trees, we cleaned up the Bronx River, and tried to get everybody involved in it. But in the end, I tended to overrely myself on community relations specialists. Community relations ought to be everybody's job. I have resisted here creating any community relations offices. My answer has been that every cop has got to be involved in community relations, and I think in the main they have been cosmetic and superficial, yes.

LEN: How do you accomplish having every police officer understand that he has a community relations role to play?

BOUZA: I don't know that I have accomplished it. I keep hammering away at it, and talking to them about it and listening to their questions and trying to emphasize the importance of their involvement. We have citizen awards programs, citizen heroes, I ask the officers to undertake premise security surveys, all on a general

basis. I get a lot of the cops interacting with a lot of the community, attending community meetings, answering questions, things of that sort, and I won't let the specialists do it. Very often the people come back to me and they say "Geez, that cop you sent was awful, he had a lot of negative things to say about you." And I'll say, "That's fine; he's still a working cop and he's out there, so good luck to him if that's what he thinks."

LEN: During the 60's, you ran an intelligence operation for the New York police force. How do you determine the line between police intelligence and potential violations of citizens' privacy or constitutional rights?

BOUZA: Very easy: the law. I think an aggressive intelligence operation has to be circumscribed by existing laws, and that's it. If it is legal, do it; if it is not, don't. That's the usual formula. So I do not worry about whether it constitutes fair play, whether it intrudes on privacy or not. I think that the inescapable responsibility of the police is to find out what's happening in the society that it is policing, and the only way you can do that is by mercilessly gathering intelligence, and the only limit on that gathering ought to be the law. You mustn't do what the law forbids, but otherwise you can.

LEN: In line with that, do you feel a police department has to have its own regulations to define the law for its officers?

BOUZA: Not necessarily. The regulations of a police

department should simply underscore, support and reflect existing law. Once you begin to deviate, then you're dealing with administrative legislation.

LEN: Are you supportive of the notion of a charter for the FBI, to clearly define that agency's role?

BOUZA: Well, I would be for any charter that defines any agency's role better. But if it is an attempt to dilute the power of the agency, if it is an attempt to hamstring its operations, I would be against it. I think the function of Congress is to legislate the power of the FBI, so I would hate to see an additional burden of restraint being added administratively to what Congress has already decided.

LEN: What, in your estimation, should be the Federal Government's overall role in law enforcement?

BOUZA: That's a really tough question. I don't have any difficulty with the dichotomy that exists today. My problem with law enforcement is that it is too fragmented, too many local departments. There ought to be more consolidation, more regional police agencies. I think that the way it is working is not bad in terms of local and Federal cooperation; it has worked reasonably well. We're all so critical, myself certainly included; I'm always such a critical fellow that once in a while I have to say that the Federal and local cooperation has worked remarkably well in this nation.

LEN: Would you like to see the Federal Government do more?

BOUZA: Not necessarily. I think obviously in areas like political crime, terrorism, organized crime, interstate crime, they can't do too much as far as I'm concerned, because the local forces simply aren't up to coping with it. But in terms of street crime, no, I don't think they have a very heavy role to play there. They ought to be involved in things like organized crime, political crime, white-collar crime, drug trafficking, interstate violations, hopefully some national handgun legislation, that sort of thing. But in terms of street crime, local problems, the urban difficulties, those are best left to local forces.

LEN: How do you think the police profession will fare with the new Reagan Administration?

BOUZA: I think he will be very sympathetic to the plight of the police departments, and he will take a basically conservative view of it. I think that he will be hospitable to the idea of more police, more equipment. I don't think he will be terribly hospitable to the idea of experimentation, innovation, study, scientific methods, or the development of real scholarship in the area.

LEN: A New York reporter once described you as having a reputation for arrogance. Do you feel a police ex-

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CRIMINAL JUSTICE LIBRARY

We read and review:

Research review is a feather in LEAA's cap

Crime and Justice: An Annual Review of Research. Vol. 2. Edited by Norval Morris and Michael Tonry. University of Chicago Press, 1980. 470pp.

After reading the second volume of what is envisioned as a continuing series about the latest developments in criminology and criminal justice (very broadly defined), I can only fervently hope that the unstable source of funding — LEAA — will not abort this estimable project. The nine essays in this volume address a much wider range of concerns than is customary in the field(s), and clearly more than did its predecessor 1979 volume. Indeed, some of the essays are clarification calls to more-or-less "traditional" criminologists to take into account the striking developments in both American and English social history and to eschew their traditional ahistorical narrow-mindedness. If, as the editors note, "One modest aim of this series is to mount a sustained attack on the walls of disciplinary division that impeded the acquisition of knowledge about crime, its prevention, and its treatment," then, without a doubt, a significant step in this direction has now been taken.

Two major essays on 19th century crime, one by the American historian Roger Lane, the other by the Englishman Douglas Hay, raise (as Lane says), "the exciting possibility that there is a single comprehensive explanation for long-term trends in criminal behavior in the Western world as a whole over the past two centuries." While the current confusions within criminological theory on matters such as "crime and delinquency causation" and "deterrence" cannot necessarily be resolved by a history which is itself complex and ambiguous, that history which analyzes broader issues (urbanization, industrialization, political democratization, a certain diffusion of prosperity) is the matrix within which these matters will have to be discussed. Indeed, as a third essay notes, Marxist criminology's "attention to history... is an

extremely valuable contribution."

As I recently noted in these pages (LEN, September 22, 1980), the relevance of history is especially acute in the realms of both crime and criminal justice. Lane's observation that "the estimate for the late 19th century is identical to that for the late twentieth: professional thieves could expect to spend a third to a half of their lives behind bars" is but one of the continuities. The persistence (as well as the recency) of the belief that the penitentiary is an appropriate locus of punishment is another. In a nation which has traditionally viewed (and which continues to view) the criminal law as the first rather than last sanction to be applied to disliked conduct, the "lessons from history" about the enforceability of questionable or weak norms via the criminal sanction are especially relevant. As Hay puts it, "In short, criminal-legal history will only reach its full development as a part of a total social history." So will the fields of criminology and criminal justice.

If, to the editors, "historical perspectives have too little currency among criminologists," then so do current biological ones. While history has not — perhaps until now — found its way into the "conventional wisdom" of the field because of its relative unfamiliarity, biology has been only too familiar — and too ludicrous. Today, it must be recognized

(though many of our leading criminology texts refuse to do so) that a vast amount of thoroughly scientific research into the relationship between bodily biological functioning and pathology is capable of shedding much light on at least a narrow spectrum of "criminal personality." In a general era of disenchantment with liberal ideals, the potential (and potentially disastrous) "political" uses of this highly tentative research to lead to "Clockwork Orange" types of treatment of criminals — and perhaps others — is almost too tempting. Thus, Sarnoff A. Mednick's and Jan Volavka's sober essay could, but should not be misread. Its summary analysis of the progress and the pitfall in biological experimentation is duly qualified by appropriate scientific caution. Mercifully, it is as also well-written and comprehensible, and its modest claims must be taken seriously.

Prior to the troubled 70's another formerly taboo area of research (at least to many sociologists) was deterrence theory. Philip Cook's essay — actually more of an exposition of his own interesting position than an extensive analysis of current trends — notes the revival but also cautions that it "has produced little more than a frame of reference, a variety of hypotheses and suppositions, and a scattering of empirical observations which are more anecdotal than systematic." He is properly skeptical of the dominance of

the field by classical economists who are rather retrogressive in terms of present general economic theory and who produce studies that almost monotonously conclude that severe punishment, up to and including capital punishment, will tend to deter "rational" criminals from their chosen paths. He also refutes those — if any are left — who dismiss the deterrent capacity of law and criminal justice institutions *in toto*. His general belief that greater law enforcement might deter many non-professional "opportunistic" criminals should be matched against Lane's glum observation that "We cannot measure, historically, the deterrent effect of uniformed [police] patrol." Clearly, while some visible law enforcement capacity is needed in modern society, in level and deployment remains debatable, at least in terms of probable deterrence.

There are, I think, fortunately, fewer essays on the criminal justice system *per se* than was true of volume one. Some of those deal with long chewed-over (the jury system) or relatively peripheral (the recent history of the prisoner's rights movement) topics, and they simply cannot match the excitement of the historical analyses or Richard Sparks' excellent analysis of the future (questionable) of Marxist criminology. One treatment of the European criminal justice system — the "inquisitorial model" at least as prac-

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Managing in the Los Angeles mode...

Davis emphasizes substance over style

Staff I: A Perspective on Effective Police Management. By Edward M. Davis. Englewood Cliffs, N.J.: Prentice-Hall Inc. 1978. 244 pp.

Former Los Angeles police chief Ed Davis addresses a general topic which has received considerable attention during the past decade: proper control and direction of a law enforcement organiza-

tion. Numerous texts have been written on the modern approach to managing in a police environment. Some books emphasize the necessary management that the agency leader must possess, such as knowledge of the value of efficient communications and records systems. Some, on the other hand, stress the need for adherence to the paramilitary structure. Still other books advocate a philosophy involving open-door policies, humanistic approaches to dealing with employees, and less rigorous structure and restraint. These varying approaches stress particular theories on organizational management, leaving it up to the reader to encode the theory and evaluate the practicality of employing the same in a particular organization. One of the values of *Staff I* is that the text is written in such a way as to make the application of Davis's theory feasible. The bridge between theory and reality is short. Davis presents scenarios of intradepartment conflict and decision-making that a manager with average skills and experience can relate to.

Law Enforcement agencies appear to be one of the last organizational types to be scrutinized by efficiency experts. Government agencies in general, until the recent economic crunch, were never motivated toward efficiency with the same aggressiveness as private, profit-oriented organizations. Now that the science of managing organizations has progressed to its current sophisticated

level, the contemporary philosophy is being applied wherever improvement is warranted. In the law enforcement environment, which is still striving for professional status in some respects, the results of several decades of organizational management study are being applied to agencies that lack efficiency of effectiveness. Davis appropriately entitled the book *a perspective on effective police management*, because it is his perspective of the police environment and the management of a police agency that makes his comments valuable. He recognizes the necessity of appreciating that the majority of the citizenry are good rather than bad, and that police need the cooperation and support of the public to be effective. This is distinguished from the philosophy of "us against them."

Police effectiveness, the author points out, can only be measured once a determination is made of the responsibilities and expectations of the profession. This requires a certain understanding of the sociological factors which have changed important values over the past few decades. Migration of people to different parts of the country, breakdown of the traditional family unit and significant changes in personal values have fostered changes in habits that have had some detrimental effects on the ability of police to safeguard the community. The prevalence of drugs, broken families and unemployment have direct and measurable impacts on crime. These social problems are beyond the control of police but contribute to the statistics by

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Behavioral scientist takes several tacks in eying criminal activity

Understanding and Changing Criminal Behavior. By Michael J. Lillyquist. Englewood Cliffs, New Jersey: Prentice-Hall, Inc. 436 pp.

Whether a person calls himself or herself a behavioral scientist or merely a person concerned for his fellow human being, this book should be read. The author undoubtedly desires to share with his readers a heart-warming concern for persons who, for any number of reasons, find themselves labeled criminals.

This book can readily be recommended to students in criminal justice, criminology, sociology, law and medicine. One can go a step further and suggest that students of religion can find this book helpful to them. There are simply so many areas of knowledge concerned with helping others.

The Professor Lillyquist has attempted to bring together many ways to deal with criminal behavior. This work is scholarly and apparently directed to those with a higher education, however the language is such that the book can be read and understood by nearly any concerned

private person who is interested in helping others.

How should we deal with people convicted of criminal activity? Should they be placed in prisons? Should we allow them to be placed in half-way houses in the community? Deal with them some other way? What other way? What do we do when we de-institutionalize various places where we place the mentally ill, the youthful offender and the adult offenders?

If one has a problem making up one's mind, then reading this book can help significantly. Lillyquist takes us on a very long trip and stops at many places, giving us more than just a glimpse of many different ways to deal with changing behavior.

Professor Lillyquist has provided us with a book which will serve the helping professions, especially those whose devotion is to the youthful and adult offender, for some time to come.

—C.R. Walker
Walker Research Institute
Dayton, Ohio



Edward M. Davis

Staff I gives pointers on handling union problems

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which we measure police success — incidence of crime.

Davis points out that administrators must understand their working environment, the personality types that frequent it, and sociological and other factors which influence it, in order to manage with definitive and realistic goals. Addressing one of the important and omnipresent elements in police environments today, unionism, Davis proposes an almost idealistic approach to dealing with this phenomenon. He advocates a cooperative relationship, suggesting that chiefs appreciate the positive value that the union can have for the employee. At the same time, it's important to the chief that the union membership be informed about relevant issues, that they not be misinformed by union leadership. The chief has a further responsibility to become informed about the needs of his subordinates so that he can intelligently respond to their demands.

The author has, in an indirect way, identified one of the common causes of management-union strife — the inability or unwillingness to share accurate information. As the chain of communication lengthens, the risk of information becoming distorted is geometrically increased. From a practical standpoint, however, it is not always possible personally to insure that those members at the other end of the communication chain receive and understand the information as it was initially disseminated. One inference that might be made from Davis's comments is that if an agency leader is successful at keeping himself informed about union activities and insuring the communication of accurate information between union and management, he might play an indirect role in causing union energies to be focused on mutually beneficial goals, rather than on efforts to erode manage-

ment prerogatives in the area of personnel administration.

The focus of *Staff I* is on the leader of the organization: where he comes from, what attributes he brings to the job, and how he manages when he gets there. The application of standard principles of organizational management are integral to Davis's leadership style. He has a survivor's philosophy. He achieves what he defines as "executive peace" by assigning responsibility for successful completion of tasks to appropriate subordinates and insuring the same without compromising his own time and energies. The author's own management style emphasized control through effective communication. Much of Davis's day was devoted to internal meetings with members from all levels of the organization. "Vertical staff meetings" serve to insure that information does not get distorted as it passes through the various communication links within the department. Davis emphasizes certain other specific management qualities. One must be a good listener, which involves showing interest and concern as well as appropriating the time to listen to a department member or group. Community awareness is important for a chief. Any leader must know his environment. He should appropriate adequate time to learn about significant elements therein, and he should demonstrate a personal interest in effective and positive relations between the community and the police organization.

Davis is insistent about the necessity of managing time. A leader cannot be defeated by other people's schedules, or other people's failures. He must organize his time in such a manner as to allow himself the opportunity to accomplish those things that require his attention on a daily basis. This is a particularly important posture for a police administrator,

since police work in general is often crisis-oriented. It requires strict discipline to adhere to a prescribed administrative schedule.

In addition to his own leadership, Davis cites other internal organizational elements that must be recognized. Knowledge of the dynamics of change is important. Motivating people to produce requires understanding of the principles of people in organizations. The author is effective in applying basic management ideals to the police department working environment. Perhaps this is what makes the book appealing — the presentation of a management philosophy as it relates to the common police organizational environment variables, such as press/media relations, community relations, peer pressures and inhibitions in intra-rank staff meetings.

One of Davis's persistent and unchanging beacons as the chief of a complex organization is defined as the first of 20 department policies: reverence for the law. This is defined early in the book as a goal — consistent and unprejudiced ap-

plication of, and adherence to the law. Davis's own confident management style, his visible adherence to professional management goals, and his recognition of the importance of applying basic management principles in a complex police organization make *Staff I: A Perspective On Effective Police Management* a useful reference for police administrators.

—Edward F. Lavalley
Civilian Administrator
Newport, R.I., Police Department

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Criminal justice review looks at link between crime and culture

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ticed in France and West Germany — does raise interesting questions about another stepchild of the field of criminal justice, "comparative" studies. This tough-minded analysis concludes, in essence, that those systems are bedeviled by many of the supposed evils which characterize ours: "With respect to pretrial investigation and prosecutorial discretion, European practice differs slightly but not substantially from American patterns." So much for the alleged panacea of the Inter-

pid Investigating Magistrate who actually performs very little of his putative function of "seek[ing] out the facts and protect[ing] the rights of the individual."

While plea bargaining is in fact minimal in those systems — at least where the bargain is a strong inducement to compel a confession — its virtual absence is not attributable to a more enlightened society and/or criminal justice system, but to a lesser social reliance on the criminal law and to the simple fact that there is much less serious crime in those countries. Also, as the author makes clear, those systems forgo rights and traditions which we deem to be fundamental, such as the right to trial by jury. While the latter may be only rarely availed of, as Charles Silberman points out (not in this book), it constitutes an important background factor which affects the terms of much plea bargaining.

If there is any one theme that unites these disparate essays — or at least some of them — it is that of the relationship between culture and crime. Crime cannot be understood apart from its social and cultural context, and perhaps even some Marxists would agree that it is the culture of a country (in part economic, whether capitalist or otherwise) that influences the nature and extent of crime, the definitions of crime, and the efficacy of the institutions devised to combat it. There are different forms of capitalism, all culturally conditioned, and different crime conditions in each; culture may vary within a country — as Lane notes, while the police may have been used to repress labor in many areas of late 19th and early 20th century America, "in Boston, the official use of police in labor disputes was forbidden." History is valuable insofar as it sheds light on cultural continuities and changes; insofar as culture exemplifies (or breeds) conflict — although Hays's contention that norms are "partial, transient, ambiguous, and contested" is overdrawn then that becomes relevant. The single virtue of most of these essays, including the more mundane ones, is their contribution to an understanding of this rich and complex relationship.

—Isidore Silver
Professor of Constitutional Law
John Jay College of Criminal Justice

Supreme Court Briefs...

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when two Miami Beach policemen were arrested and charged with conspiracy to commit burglary, grand larceny, and possession of burglary tools. The two police officers allegedly broke into and entered a well known Miami Beach restaurant.

The principal witness in the case was an amateur radio operator who "by sheer chance, had overheard and recorded conversations between the appellants over their police walkie-talkie radios during the burglary." The media were attracted to the case as a result of the fact that the defendants were police officers and their alleged criminal activity had been recorded.

In a pretrial motion, counsel for the accused police officers sought to have Canon 34A(7) declared unconstitutional. Both the trial court and the Florida Supreme Court declined to rule on the question, stating in *State v. Granger*, 352 So. 2d 175 (Fla. 1977), that "it was not directly relevant to the criminal charges against the appellants."

Counsel for the police officers made several other unsuccessful attempts to prevent electronic coverage of the trial. The jury was selected while a television camera recorded the process.

The complete testimony of the star prosecution witness was given in the presence of a television camera. There was no camera present for any portion of the defense's presentation with the exception of the closing arguments. The

total broadcast material of the trial ran for 2 minutes and 55 seconds and only depicted the prosecution's side of the case.

Following the officers' conviction on all counts they moved for a new trial, basing their claim on the notion that because of the television coverage they had not received a fair and impartial trial. No specific evidence to support the officers' claim was offered.

The Florida District Court of Appeals affirmed the convictions and found that there was "no evidence in the trial record to indicate that the presence of a television camera had hampered appellants in presenting their case or had deprived them of an impartial jury." Likewise, the Florida Supreme Court denied review of the question.

Rather than attacking the core issue of the officers' claim, that the television camera in the courtroom in some way acted as an impediment to a fair and impartial trial, the U.S. Supreme Court sidestepped the issue and limited its judicial scrutiny to the narrow question of whether the Florida Supreme Court had the authority to promulgate Canon 3(A)(7). In finding that such authority existed, the Supreme Court relied on the decision in *Estes v. Texas*, 381 U.S. 532 (1964), which had not established constitutional rule that all photographic, radio, and television coverage of criminal trials amounts to a denial of due process. Despite the unanimity of the Court's judgment in the present case, Justices

Stewart and White wrote concurring opinions in which they urged that the *Estes* decision, which contained six separate opinions, had established a constitutional rule against televising a criminal trial if the defendant objected.

Fundamental to Chief Justice Burger's majority opinion was the notion that "an absolute constitutional ban on broadcast coverage of trials cannot be justified simply because there is a danger that, in some cases, prejudicial broadcast accounts or pretrial and trial events may impair the ability of jurors to decide the issue of guilt of innocence uninfluenced by extraneous matter." In addressing that issue, the Supreme Court formulated a test to determine whether the defendant had been unduly prejudiced by broadcasts during the trial. The Court urged that the appropriate safeguard against prejudice resulting from broadcasting was the defendant's "right to demonstrate the media's coverage of his case — be it printed or broadcast — compromised the ability of the particular jury that heard the case to adjudicate fairly."

In an uncharacteristic action by the Court — not providing the lower courts with clear guidance on the true issue before the court — the Burger opinion noted that "there is no reason for this Court either to endorse or to invalidate Florida's experiment."

Justice Stevens took no part in the decision of this case. (*Chandler v. Florida*, No. 79-1260, decided January 26, 1981.)

Super Simon says keep off the road if you've had one too many

By ANDREW L. GELT

While doing research for an article on the new electronic toys and their application to music aptitude testing, this writer noticed that several factors seemed to effect playing ability. It was obvious, for example, that the scores achieved on these games, on these small microprocessor computers, dropped considerably after consuming alcoholic beverages. It occurred, therefore, that similar devices might be used by police officers for testing possible intoxicated persons while in the field.

Although one has to watch only a limited amount of television to get an idea of the many different kinds of electronic toys that are available, Super Simon, a product of the Milton Bradley Co., in particular exhibits features which could be used for testing sobriety. In one of its five games, and of four colored panels

General Motors has developed and tested a device in which certain sequences must be repeated before the engine of a car can be started. Although obviously useful in the prevention of theft, the device is intended to safeguard against drunk driving.)

Besides the fact that a small electronic game-like machine could be carried in a patrol vehicle, the most astounding advantage of a microprocessor is that it would not merely determine intoxication by alcohol, but intoxication due to other narcotics as well.

As previously stated, more research and development is definitely needed in this area. Another fact to consider is that, as proven with some educational evaluation methods, tests can be practiced in order to insure higher scores. Since there appears to be an increasing need to determine intoxication levels in motor

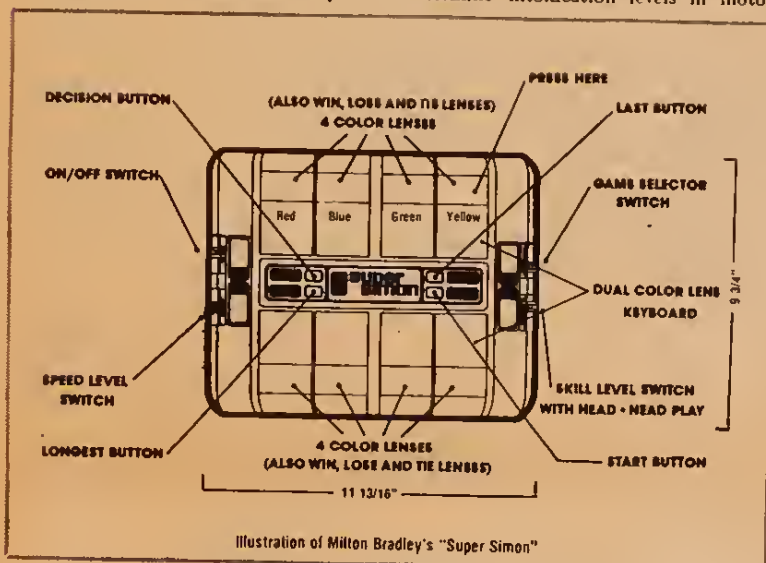


Illustration of Milton Bradley's "Super Simon"

light up in a random sequence, along with a corresponding musical note. The sequence is then repeated and the participant must press the panels not only in the proper order, but at the same time. Each succeeding sequence becomes longer and faster. When a mistake is made, the device informs the person playing of the length of his longest sequence. Thus, not only is short-term memory measured, but reaction time as well, both functions which are impaired under the influence of alcohol.

In nearly all states, a .10 percent blood alcohol content classifies an individual as legally intoxicated and thus physically incapable of operating a motor vehicle. Previously, the "sober meter" balloon method was used in the field. In addition to the charge in the color of the crystals in the tube, it was hoped that the contents of the balloon could be saved and analyzed in order to corroborate an officer's findings. Today, such devices as the Breathalyzer, made by Smith & Wesson, are much more exact but are generally kept at the police station and cannot be carried by the individual patrolman. Blood itself may also be tested but it is obvious that methods of collecting and analyzing samples are impractical. Other field tests to assess coordination and equilibrium are generally used prior to the officer taking the individual to a Breathalyzer.

Further research and correlation with existing intoxication tests could help to develop a small machine similar to Super Simon which would be designed specifically for field use. A certain score would have to be achieved in order to determine sobriety. (It is interesting to note that

vehicle operators, however, a method such as this deserves what unquestionably would prove to be a worthwhile investigation.

(Dr. Andrew L. Gelt has taught at the University of Miami, Pembroke State University, Richmond Technical Institute, and Temple University. Although his main area of expertise is electronic music synthesis, he has been active in the research of evaluation methods using electronic microprocessor devices and was recently served as chief consultant on a proposed educational testing project for Parker Brothers.)

Who shot J.R.?

Jay Robert Nash hasn't actually been wounded, but is taking a brief respite from crime reporting. He will return next issue.



BURDEN'S BEAT

By ORDWAY P. BURDEN

Picture this: Israeli police use computerized mug shots to catch cons

Trying to identify a suspect by showing the photographs of known criminals is a chancy business. Some witnesses, after looking at 50 photos in search of the young strawberry blonde who held up a bank, are ready to identify their grandmother as the perpetrator. It's a case of perception overload.

In Israel, the process has been simplified. There police now use a computer-controlled information retrieval system to narrow the field of possible suspects. The police feed into the computer whatever data they have from eyewitnesses — facial features, spectacles, beards, mustaches, and even the details of artists' sketches prepared from witnesses' recollections. The computer then pulls from police files the photos of likely suspects, simplifying the witness's task of selection.

The system has been used to aid in the solution of many cases, including that of an Australian Christian fanatic who set fire to a Moslem mosque in Jerusalem in 1969. The police, of course, needed corroborating evidence (which they got), but their job was made easier by the photo identification. The system was developed at Ben Gurion University by Prof. Giacomo della Riccia, an Italian scientist.

It is hardly surprising that Israel, an embattled democracy, has produced an innovation in police science. In fact, the Israeli police have earned a reputation for sophistication in criminal investigation techniques. This may be due more to necessity than design, because the Israelis face not only all the problems of police in other developed nations but they must also cope with a divided society of Jewish, Moslem and Christian components and with the constant threat of terrorism.

Several years ago the Israelis developed a mechanical "bomb sniffer" that can find and identify various kinds of explosives. One of the device's early tests occurred during a hijacking in 1972. Terrorists aboard an Israeli jet threatened to blow it up if their demands weren't met, and the authorities were not sure whether they were bluffing. The sniffer device was brought into play by testing an item one of the hijackers had touched, and it revealed that the hijackers did indeed have explosives. In some cases, such knowledge can lead the police to persons who have planted bombs, according to Meyer Abraham Kaplan, a deputy commander of the nation's police and head of its Departments of Criminal Identification and Research and Development. "We've had I don't know how many cases where this was the key," he said. The bomb sniffing device earned Israel a \$10,000 award from the International Association of Chiefs of Police.

A more recent innovation developed in Israel is the "ferro print" by which police can determine whether a suspect has held a gun in the past eight hours. While similar devices are in use elsewhere, Israel's version is much more sensitive and faster-acting. By ferro-printing the hands of persons at the scene of a crime, the police can quickly learn which ones have held a gun by spraying the chemical on their hands. Within 10 seconds, the chemical reveals the gun's pattern in the hand, whether or not it has been fired recently.

Like most developed countries, Israel has experienced a surge of ordinary crime as well as the terrorism and hijackings that make international headlines. Murder, kidnapping, rape and armed robbery are at record levels, and the burglary rate has jumped 50 percent this year. To deal with theft, Israel has strengthened its methods of identifying stolen goods. Israeli citizens must now register valuable items such as cameras, stereos and television sets before they can obtain insurance, and the police have published a detailed manual for identification of jewels.

The Israelis also have created a "fingerprint" file for diamonds by using laser beams. Every diamond refracts light in unique patterns, thus making it possible to give it a distinctive "fingerprint" signature, even after it has been cut for resale. Since Israel leads the world in the export of finished diamonds, battling thieves has a high priority and the laser fingerprint system has proved to be an effective weapon.

With crimefighting techniques like these, the Israeli police have recorded an enviable record of crime clearances. Last year the police cleared nearly 30 percent of their cases, compared with about 20 percent rate reported in the United States by the FBI's Uniform Crime Reports. Despite this record, though, there is little cheering in Israel because the clearance rate has dropped by five percent since 1975. Like their counterparts elsewhere in Western countries, the Israeli police appear to be losing ground as crime grows in their volatile society.

Still, law enforcement officials in the U.S. may tip their caps to the ingenious police of Israel.

(Ordway P. Burden welcomes correspondence to his office at 651 Colonial Blvd., Westwood P.O., Washington Twp., NJ 07675.)

Arapahoe computer team makes crime SCAT

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pattern, a nickname is assigned to each case type to build a memory association between the men and the machine. The computer contains such ongoing cases as the "Orange Fiat" robber, the "Hole-in-the-Wall Gang," and the "Knife" bandits.

The crook with the Fiat is known to rob small businesses and escape in that type of auto. The "Hole-in-the-Wall Gang" knocks holes in drywall partitions in buildings to gain access to safes and other valuables. The Knife bandits,

meanwhile, burglarize homes in the late afternoon and stick a knife in the door jamb from the inside to prevent anyone from entering while they do their work.

The computer also recently fingered "The Big Boy Bandit," a 6-foot-5, 270-pound resident of Manitou Springs who was arrested after pulling a string of stickups.

In the coming months, the cop on the beat in Arapahoe County will be able to make use of the SCAT computer. Brown plans to issue a computer-generated daily bulletin to all law enforcers in the

county to alert them to patterns, methods of operation and criminal personalities.

The SCAT director indicated that the system is quite cost-efficient, noting that agents have become proficient in programming its relatively inexpensive computer without much outside help.

In developing SCAT, Brown looked to Detroit and Houston to get an idea how their computerized crook-spotting systems worked. Other law enforcement agencies are now reported to be coming to him to get an eyeful of SCAT.

JOBS

Chief of Police. Miamisburg, Ohio, population 17,000, located nine miles Southwest of Dayton, Ohio, seeks a police chief to serve under the city manager in a council/manager form of government. Current strength — 27 sworn personnel and 10 civilian. 1980 salary range — \$21,000 - \$24,450. Applicants in the rank of lieutenant or above should send resume to Mark A. Gibson, City Manager, City of Miamisburg, 10 N. First Street, Miamisburg, Ohio 45342 by March 7, 1981.

Deputy Sheriff Trainee Positions, Los Angeles County, California. There are immediate openings in the largest sheriff's department in the world. More than 5,200 sworn personnel serve an area of approximately 4,000 square miles and 1,900,000 in population through nineteen stations. Salary: \$18,211 to \$23,322 plus many departmental benefits. Deputy sheriffs with departmental experience may earn up to \$27,547 annually.

Applicants must have a minimum of a high school diploma or equivalent, be a U.S. citizen between 21-34 years of age and have weight proportionate to height.

Send inquiries to: Los Angeles County Sheriff's Department Recruitment Unit, Room 460, 211 West Temple Street, Los Angeles, California 90012. Phone: (213) 974-LASD. Filing for the position is open and continuous.

Police Officers. The Public Safety Department of Dade County, Florida has over 300 entry-level positions available.

Applicants must have a high school diploma, possess a valid U.S. drivers license and be United States citizens. A written examination will evaluate general aptitude and related knowledge applicable to successful performance in the Police Academy. An oral interview will evaluate personal appearance, communication skills, emotional stability, maturity and suitability for the post. Physical and psychological examinations as well as a background investigation will be conducted.

Successful candidates will receive an annual salary of \$16,926, two to four vacation weeks, 12 paid holidays, group medical insurance, and a uniform allowance. The county's pension system permits retirement after 25 years of service.

For further information, contact: Public Safety Department, Office of Human Resources, 1320 N.W. 14th Street, Miami, FL 33125. Telephone: (305) 547-4951.

College Teaching. The Department of Criminal Justice at Wayne State University is seeking qualified applicants for the following tenure-track positions: assistant professor (criminal justice administration); assistant professor (law enforcement) and, assistant or associate professor (research methodology).

All three positions require a Ph.D. in criminal justice or a related social science. The position in criminal justice administration also requires an ability to teach graduate level courses in the administration of justice agencies and undergraduate courses in a functional or disciplinary area relevant to criminal justice. Preference for the position in law enforcement will be given to candidates who have competence in research concerning police organizations and roles. The research methodology position requires expertise in research design, methodology, and statistics, and may involve a reduced teaching load in return for providing research and grant assistance to other faculty. Salaries: Negotiable depending upon qualifications. Closing Date: June 1981 (for academic year 1981-82).

Contact: Professor Marvin Zalman, Chairman, Department of Criminal Justice, Wayne State University, 6001 Cass Avenue, Room 214, Detroit, Michigan 48202.

Postal Inspectors. The U.S. Postal Service is recruiting continuously for the position of postal inspector. The Inspection Service of the U.S. Postal Service is a Federal law enforcement agency with duties divided into three broad categories: criminal investigations, audit investigations, and security administration. The nature of an inspector's work requires much travel and frequent absences from home; and the inspector must be willing to accept assignments wherever needed. Initial as-

signments will not be to the immediate area of the office from which the Inspector is appointed.

To be eligible for consideration an applicant must possess at least a bachelor's degree. Degrees in accounting, law and the computer sciences, which are directly related to the work of postal inspectors, make the applicant more competitive for available positions than other candidates. Work experience in these areas is particularly desirable. Applicants must be between the ages of 21 and 34, possess a valid driver's license, be in good physical condition (including vision and hearing), and must possess emotional and mental stability. A thorough background investigation will be conducted before appointment. Salary range: \$20,207 to start; \$23,597 at the end of one year's satisfactory performance (figures do not include cost of living allowances).

Application forms can be obtained from any inspector in charge. Local post offices can furnish the address.

Police Officer. The City of Phoenix, Arizona (population 770,000 plus) is currently accepting applications for the position of police recruit. Applicants must be between the ages of 20 and 35, possess a high school diploma or GED, have height and weight proportional to size, and vision of at least 20/100, correctable to 20/20 with no color vision problems. Candidates must pass written and physical agility exams, polygraph, public safety physical and background investigation. Salary: \$1,117/month while in Academy; \$1,274-\$1,920 upon completion. Benefits include 100% education reimbursement for job related classes. Closing date: Open testing every 6-8 weeks.

Contact: Phoenix Police Department, 620 West Washington, Room 165, Phoenix, AZ 85003, Attn: Sgt. C.T. Woodward.

Police Officer. The Tulsa Police Department is currently accepting applications for the position of police officer. This is a career employment opportunity with a progressive and professional police department. Tulsa currently has a population of approximately 370,000; the police department has 698 sworn officers and 130 civilian employees.

Applicants must be at least 21 years old, with normal hearing, eyesight 20/20 or correctable to 20/20, height and weight proportionate, and free of deformities or injuries which would interfere with job-related situations. Salary range: \$1,186-\$1,422/month, plus extensive benefits.

Contact: City of Tulsa Personnel Department, 200 Civic Center, Tulsa, Oklahoma 74103, Telephone (col-

lect): (918) 581-5391. Ask for police application information.

Evaluation Analysts. Three positions are currently available for individuals to design, conduct and write evaluations of criminal justice programs and participate in research studies on issues affecting New York City's criminal justice system; Positions may involve work in one or more of the following areas: juvenile community-based and institutional programs; police programs; district attorney and court-related programs; and, cost effectiveness of public sector programs.

Candidates should have graduate training in a related area and/or strong background in research. Basic statistical skills and knowledge of research methodology necessary. Practical program evaluation experience desirable. Familiarity with the New York City metropolitan area helpful. Salary range: \$16,000-\$18,000.

Send resume to: Mark Sadacca, Assistant Director for Research & Evaluation, Criminal Justice Coordinating Council, 111 John Street, 21st Floor, New York, NY 10038

Police Officers. The Suburban Police Recruiting System, which recruits and evaluates entry-level candidates for 40 suburban forces in Minnesota, is about to begin a new testing cycle.

In order to be considered for employment through SPRS, an applicant must currently be or have been a police officer in any state and meet Minnesota's requirements for the position, or currently be or have been enrolled in the second year of a "certified" law enforcement training program.

All applicants must complete a comprehensive written examination and a test of their physical agility before their applications will be considered by the member municipalities.

To receive an application form, write: Suburban Police Recruitment System, 109 South Bushaway Road, Wayzata, MN 55391. Telephone: (612) 475-1771.

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Do you need new staff members? Recruits? Professional, experienced practitioners? Let Law Enforcement News help. Send announcements to: Law Enforcement News, 444 West 56th Street, New York, NY 10019.



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LEN interview: Chief Anthony Bouza

Continued from Page 10

ecutive needs a strong sense of self to succeed at his job? BOUZA: I hope he was mistaken, because I would hate to think that I was arrogant. I happen to have a very low opinion of my own skills and abilities, but I have a passionate interest in policing and in making it better. I really don't worry much about whether Tony Bouza succeeds or fails as a person, but I worry terribly about whether the agencies I'm connected with do well or badly. I know what I want to do, so I guess a kind of monkish sense of mission is a help. Why are you in this business? What have you done today to make the agency stronger or better? Those are the things that interest me. What happens to an individual, myself included, is not an issue of great concern to me.

LEN: But yet you do seem to show a very individualistic style of management.

BOUZA: I wouldn't think so. It's rather traditional. It's participative, I try to bring everyone along with it, and it's full of affection and openness. I don't think it's that individualistic. I think in the private sector you would find it fairly common. In the public sector, where we're all beaten and hammered into automatons and robots, it may be a little out of the ordinary, but not in the private sector. I think in the private sector there are a lot of people like me.

LEN: Would the word "aggressive" perhaps better

characterize you?

BOUZA: No. We're going to be overwhelmed by the problems if we don't attack them fiercely, and there's only so much time in anybody's life. I'm 52 years old, I've been in this business 28 years, and it's really now or never. I've always felt that, that I either do it or I don't. I would hate to have to think back now and think of my four years in the Bronx and say "I wish I'd had the nerve to try this," or "I wish I had the courage to do that," or "Why didn't I fight this guy on that issue or that guy on some other issue." I can look back upon it and say "The Bronx is a mess, but I did my best."

LEN: Do you plan to remain in Minneapolis long enough to see your programs come to full fruition?

BOUZA: I have pledged to remain through my first term, God willing. These things are in the hands of more powerful forces than I can envision, but I intend to stay. I would not be tempted by any other job through December 31, 1982. Beyond that, I don't know; I made no commitment. But I have committed myself, although no one has asked me to, to remain through that first term, so I will at least, God willing, serve three years here and hopefully more. I'm not a bird of passage; I've never believed in lighting on one perch and then flying off to a bigger, stronger limb, and then to another. That's not my game. I came to Minneapolis to do a job here, and here's where I'm going to stay.

UPCOMING EVENTS

MARCH

14-May 23. Certified Protection Professional Preparatory Course. Presented by the Security Management Institute of John Jay College of Criminal Justice. To be held in New York City. For further information, contact: John Garcia, Security Management Institute, John Jay College, Rm. 2200S, 444 West 56th Street, New York, N.Y. 10019.

15, 1981. Testifying In Court and Report Writing For Results Seminar. Presented by Jon Wm. Wroten Seminars for Law Enforcement. Fee: \$25. For further information, write: P.O. Box 15495A, Sacramento, CA 95813.

15-16. Technical Conference on the Management and Preservation of Police Records. To be held at the FBI Academy in Quantico, Virginia. Presented by the Institute for the Study of Contemporary Social Problems. For further information, contact: Hubert J. Locke, Institute Director, P.O. Box 5745, University Station, Seattle, WA 98105.

16-20. Contemporary Issues in Police Administration. Presented by the Southwestern Law Enforcement Institute. For more details, contact: Cindie J. Burkel, Southwestern Legal Foundation, P.O. Box 707, Richardson, TX 75080.

16-April 10. Crime Prevention Theory, Practice & Management Seminar. Presented by the National Crime Prevention Institute. Tuition \$750. For more details, contact: Admissions Coordinator, National Crime Prevention Institute, School of Justice Administration, University of Louisville, Louisville, KY 40292. Telephone: (502) 588-6987.

16-May 1. Polygraph Training Course. Presented by the New York Institute of Security and Polygraph Sciences. Fee: \$1,500. For more details, contact: John Fitzgerald, New York Institute of Security and Polygraph Sciences, 82 Beaver Street, Suite 801, New York, NY 10005. Telephone: (212) 344-2626.

19. Narcotic Identification and Surveillance Workshop. Presented by the University of Maine at Orono, Northeast Campus - Police Institute. For further information, contact: University of Maine at Orono, Conferences and Institutes Division, 128 College Ave., Orono, Maine, 04469.

19-20. Third Annual Oregon Crime Prevention Conference. Presented by the Crime Prevention Association of Oregon. For further information, contact: James Carter, Secretary/Treasurer, CPAO, RAIN, 2520 19th Street, S.E., Salem, OR 97302.

19-20. Terrorism and Quasi-Terrorism in the United States. Presented by the Department of Conferences, University of Tennessee. Fee: \$150. For further information, contact: Department of Conferences, University of Tennessee, 1629 Mellrose Avenue, Knoxville, TN 37916.

23-25. Legal Aspects of Private Security Conference. Sponsored by the Anderson Publishing Company. Fee: \$275. For more information, call or write: Conference Administration, Anderson Publishing Co., 646 Main Street, Cincinnati OH 45201. Telephone (613) 421-4142.

23-25. Stress Management in Law Enforcement. Presented by the Traffic Institute. Fee: \$290. For further information, contact: The Traffic Institute, 565 Clark Street, Evanston, IL 60204.

23-26. Computer-Related Crime: Training Workshop for Prevention, Detection, Investigation, and Prosecution. Sponsored by the U.S. Department of Justice in conjunction with Koba Associates. For further information, contact: Ms. Janet Schlichting, Koba Associates, Inc., 200 Florida Avenue, N.W., Washington, D.C. 20009.

23-26. The Civil and Vicarious Liability of the Police. To be held in Atlanta, Georgia, by the International Association of Chiefs of Police. For more details, contact: IACP, 11 Firstfield Road, Gaithersburg, MD 20870.

23-27. Court Officer Training Program. Presented by the Massachusetts Criminal Justice Training Council. For more details, contact: Massachusetts Criminal Justice Training Council, 1 Ashburton Place, Room 1310, Boston, MA 02108.

23-27. Defensive Tactics Instructor Course. Presented by the Defensive Tactics Institute. To be held at the Northern Virginia Police Academy, Fairfax, Virginia. For further information, contact: John Peters, Defensive Tactics Institute, 15 Cedarcliff Road, Braintree, MA 02184. Telephone: (617) 843-8896.

23-27. Basic/Intermediate Firearms Course. Presented by Smith & Wesson Academy. Tuition: \$300. For more details, contact: Smith & Wesson Academy, 2100 Roosevelt Avenue, Springfield, MA 01101.

23-27. Jail Operations Course. Presented by the Regional Criminal Justice Training Center. For more details, contact: Yosemite Community College District, P.O. Box 4065, Modesto CA 95352.

23-27. Police Instructor Techniques Course. Presented by the Florida Institute for Law Enforcement. Fee: \$125. For more details, contact: Florida Institute for Law Enforcement, P.O. Box 13489, St. Petersburg, FL 33733.

23-April 2. Case Preparation & Court Presentation Course. Presented by Lake County Area Vocational & Technical Center. For more details, contact: Kenneth A. Bragg, Director, 2001 Kurt Street, Eustis FL 32726.

24-26. Managing the Police Function. Presented by the Pennsylvania State University. For more details, contact: Edward Donovan, S-159 Henderson Human Development Building, University Park, PA 16802. Telephone: (814) 863-0277.

24-27. Homicide Course. Presented by the University of Maryland, Conferences and Institutes Program. Fee: \$355. For more details, contact: Law Enforcement Institute, University of Maryland, University College, Conferences and Institutes Program, University Blvd. & Adelphi Road, College Park, MD 20742. Telephone: (301) 454-5237.

25-26. Hostage Extraction Seminar. Presented by the Criminal Justice Center of John Jay College. To be held in New York City. For more details, contact: Ms. Barbara Natow, Criminal Justice Center, Room 2203, 444 W. 56th Street, New York, NY 10019.

29-April 3. Forensic Photography Course. Presented by the University of Maryland, Conferences and Institutes Program. Fee: \$490. For further information, contact: March 24-27.

30-April 3. Thirty-Second Annual Training Seminar of the International Association of Arson Investigators. To be held at the Cherry Hill Hyatt House, Cherry Hill, New Jersey. Fee: \$85. For further information, contact: New Jersey Chapter, International Association of Arson Investigators, 1981 Seminar Committee, P.O. Box 131, Rancocas, NJ 08073.

30-April 10. Police Supervisor In-Service Training Course. Presented by the Pennsylvania State University. For more details, contact: March 24-26.

30-April 10. Geometric Design Workshop. Presented by the Traffic Institute. Fee: \$525. For further information, contact: March 23-25.

30-April 10. Highway Patrol Traffic Supervisors Course. Presented by the Institute of

Police Traffic Management. Fee: \$395. For more details, contact: Institute of Police Traffic Management, University of North Florida, 4567 St. John's Bluff Road, South Jacksonville, FL 32216.

APRIL

1-3. Paper Competition/Conference. To be held in Columbia, South Carolina, at the Carolina Townhouse Inn. Presented by the College of Criminal Justice, The University of South Carolina. Fee: \$36. For further information, contact: University of South Carolina, Columbia, SC 29208. Telephone: (803) 777-7316.

1-3. Criminal Justice and the Future. To be held in Columbia, South Carolina at the Carolina Townhouse Inn. Sponsored by the College of Criminal Justice, the University of South Carolina. Fee: \$35. For more details, contact: The University of South Carolina, Columbia, SC 29208. Telephone: (803) 777-7315.

5-10. Forensic Photography Course. Presented by the University of Maryland, Conferences and Institutes Program. Fee: \$490. For more details, contact: March 24-27.

6-9. Crowds, Disorders and Demonstration Program. Presented by Richard W. Kobetz and Associates. For further information, contact: Richard W. Kobetz and Associates, North Mountain Pines Training Center, Route Two, Box 342, Winchester, VA 22601.

6-10. Firearms Instructor Course. Presented by Smith & Wesson Academy. Tuition: \$425. For further information, contact: March 23-27.

6-10. Homicide and Major Crime Scene Investigation Seminar. Presented by the Traffic Institute. Fee: \$340. For more information, contact: March 23-25.

6-10. Managing Corrections Personnel Program. Presented by the Pennsylvania State University. For more details, contact: March 24-26.

6-17. Advanced Arson Investigation School. Presented by the Massachusetts Criminal Justice Training Council. For more details, contact: March 23-27.

9-10. Planning and Implementing an Executive/Dignitary Protection Program. Presented by the University of Tennessee. Fee: \$150. For more details, contact: March 19-20.

13-15. Use of Deadly Force Seminar. Presented by the Traffic Institute. Fee: \$270. For further information, contact: March 23-26.

13-16. Injury and Death Investigation Course. Sponsored by the Department of Criminal Justice at the University of South Florida. Tuition: \$175. For further information, contact: Dr. Leonard Territo, University of South Florida, Tampa, FL 33620. Telephone: (813) 974-2816.

14-15. Hostage Situations in Correctional Facilities. Presented by the Pennsylvania State University. For more details, contact: March 24-26.

20-24. Basic/Intermediate Firearms Course. Presented by Smith & Wesson Academy. Tuition: \$300. For further information, contact: March 23-27.

20-30. Interview and Interrogation Course. Presented by Lake County Area Vocational and Technical Center. For more details, contact: March 23-April 2.

20-May 15. Thirty-first School of Police Supervision. Presented by the Southwestern Law Enforcement Institute. For more details, contact: March 16-20.

22-24. Tactical Approaches to Crimes in Progress Workshop. Presented by the Traffic Institute. Fee: \$240. For further information, contact: March 23-25.

22-24. The International Society of Stress

Analysts Annual Seminar. To be held at the Fairmont Hotel in New Orleans, Louisiana. For more information, contact: Marilyn J. Van Graber, 144 Cliff Street, Burlington, VT 05401. Telephone: (802) 864-0436.

22-24. Tactical Approaches to Crime in Progress Workshop. Presented by the Traffic Institute. Fee: \$240. For further information, contact: March 23-25.

23-24. Ideals Kit Training Course. Presented by the Florida Institute for Law Enforcement. Fee: \$15. For more details, contact: March 23-27.

26-28. Annual Spring Meeting and Workshop on Evidence Photography. For further information, contact: Casey Jones, Executive Director, EPIC, 24 East Main Street, Norwich, NY 13815. Telephone: (607) 334-6833.

26-30. Terrorism in the 1980's. Presented by Richard W. Kobetz and Associates. To be held in Miami, Florida. Tuition: \$300. For further information, contact: April 6-9.

27-29. Blood Stains/Blood Spatter Workshop. Presented by the Florida Institute for Law Enforcement. Fee: \$125. For more details, contact: March 23-27.

27-May 1. Advanced Accident Investigation Course. Presented by the University of Maryland, Conferences and Institutes Program. Fee: \$335. For more details, contact: March 24-27.

27-May 1. Regional Police Firearms Instructor School. Presented by the National Rifle Association of America. To be held in Tuscaloosa, Alabama. Fee: \$100. For more details, contact: NRA Police Activities Division, 1600 Rhode Island Avenue, N.W., Washington, D.C. 20036.

27-May 1. Intelligence School. Presented by the Massachusetts Criminal Justice Training Council. For more details, contact: March 23-27.

27-May 23. Police Executive Development Institute. Presented by the Pennsylvania State University. For further information, contact: March 24-26.

28-30. Workshop on Computer Crime Investigation. Sponsored by Assets Protection Journal. To be held in Los Angeles, California. Fee: \$575. For more details, contact: Paul Shaw, Assets Protection Journal, 500 Sutter Street, Suite 503, San Francisco, CA 94102.

29-30. Interviewing Techniques for Police Investigation. Presented by the Criminal

Justice Center of John Jay College. To be held in New York City. For more details, contact: March 25-26.

30-May 1. Annual Spring Conference on Criminal Justice. Presented by Illinois State University. For more details, contact: Mark Tezak, Department of Corrections, Illinois State University, Normal, IL 61761.

MAY

48. Firearms Instructor Course. Presented by Smith & Wesson Academy. Fee: \$425. For further information, contact: March 23-27.

48. Crisis Intervention Course. Presented by the Florida Institute for Law Enforcement. Fee: \$125. For more details, contact: March 23-27.

48. Medicolegal Death Investigator Training Course. Presented by the St. Louis University School of Medicine, Division of Forensic & Environmental Pathology. Fee: \$175. For further information, contact: Mary Fran Ernst, Division of Forensic & Environmental Pathology, St. Louis University Medical School, 1402 So. Grand Blvd., St. Louis, MO 63104.

68. The Psychology and Techniques of Interviewing and Interrogation Seminar. Presented by the University of Tennessee. Fee: \$150. For more details, contact: March 19-20.

11-21. General Criminal Investigation Course. Presented by Lake County Area Vocational & Technical Center. For more details, contact: March 23-April 2.

13-15. Workshop on Computer Crime Investigation. Sponsored by Assets Protection Journal. To be held in Dallas, Texas. Fee: \$576. For more details, contact: April 28-30.

13-15. Chemical Agents Administration Course. Presented by Smith & Wesson Academy. Fee: \$300. For further information, contact: March 23-27.

14-15. Civil Liability Course. Presented by the University of Maryland, Conferences and Institutes Program. Fee: \$190. For further information, contact: March 24-27.

17-22. Institute on Training in Crisis Intervention. Presented by The National Conference on Christians and Jews, Inc. To be held at the University of Louisville School of Medicine, Louisville, Kentucky. For further information, contact: J. Paul Frelick, NCCJ 305 W. Broadway, Suite 407, Louisville, Kentucky 40202. Telephone: (502) 583-0281.

Managers must impose discipline with care

Continued from Page 1
ministered in a way that does not infringe on the officer's rights. A failure by the police manager to do so may result not only in reversal of the discipline by the courts, but also an award for damages to the officer for mental anguish and distress. The officer may also be reinstated, and such action can affect the morale of the entire department and engender loss of respect for the police manager.

Thus, it is established that an essential task in the administrative process is the direction and control of activities and behavior of people performing the work.

The day-to-day operation of a police department demands that systematic procedures exist for the issuance of written directives. These directives outline management expectations in attaining departmental goals. Further, the officer can see his performance evaluated in terms of how he adheres to the directives. Control or discipline then enters the management system when action or behavior of the officer is deemed contrary to the established directives.

The next article will discuss some of the various court cases dealing with specific areas of

discipline to give the reader some idea of what can and cannot be regulated.

(Robert T. Shockey has been police chief of Hazelwood, Missouri, since 1971. The current president of the Missouri Police Chiefs Association, he also heads the Greater St. Louis Board of Governors.)

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Police Products

Items about new or modified products are based on news releases and/or other information received from the manufacturer or distributor of the item. Nothing contained below implies the endorsement of Law Enforcement News.

METAMORPHOSIS — Armament Systems and Procedures, Inc. is converting the Smith & Wesson M39 handgun to a Walther PP-size pistol, retooling the side-arm into a "completely defrilled, 100 percent reliable, close quarter, combat weapon for the discriminating professional."

Designed as a concealable weapon for special operations and executive security personnel, the ASP conversion boasts a



specially throated barrel that will chamber any 9mm combat ammunition. The transformation employs extensive welding, remachining and the use of several original ASP components.

Special features include black Teflon-S® coating of all parts for corrosion resistance, clear Lexan® grips for instant cartridge reference, and advanced sighting plan for instantaneous target acquisition, and finger control magazine extension for improved recoil control.

Each weapon is sealed in a moisture-proof, coded container for shipment. The pistol is supplied with three magazines which are individually fitted to the weapon.

For a free Data Pak regarding purchase

of the weapon or the retooling of an existing gun, write: Armament Systems and Procedures, Inc., Box 356, Appleton, WI 54912. Telephone: (414) 731-8893.

TOO YOUNG TO DIE — "Teenage Suicide: Is Anyone Listening?" is a 16mm color motion picture from Barr Films that documents the problems of two young people who have attempted to take their own lives.

Designed for presentation by any organization that works with troubled youth, the 22-minute film examines the feelings and motives of the two characters through the eyes of their families, friends and counselors.

Appropriate for viewing by youths age 11 through 20, the film has been produced to help youngsters discover that their problems have solutions and that the future does hold promise. A discussion guide is available for purchase and pre-purchase evaluation.

For further information, contact: Barr Films, Post Office Box 5667, Pasadena, CA 91107. Telephone: (213) 793-6153.

MOB MAP — *Organized Crime Review Magazine* is accepting pre-publication orders for "The International Organized Crime Directory," a looseleaf manual that pinpoints the organizations, families, societies and gangs which operate crime empires in the United States and abroad.

Alphabetically and geographically cross-indexed, the directory includes biographical data on mob kingpins as well as the names of businesses owned or controlled by organized crime. All American cities with organized crime activities are

said to be covered in the book, as are such nations as Columbia, Canada, Mexico, France, Italy, Japan, Australia, and England.

The guide will be available on June 1, but the first press run will be limited to 10,000 copies, which will be distributed on a first come, first served basis. Purchasers will receive supplement updates to the directory every six months at no extra charge.

For details, contact: Emerson Communications, P.O. Box 20173, Reno, NV 89515. Telephone: (702) 827-4994.

EYE SEE YOU — Officers who use low-light-level television cameras for surveillance or security may want to improve their anticrime picture by looking into a series of auto-iris lenses from the Lenzar Optics Corporation.

Controlled by a hollow-core servo motor with a moving armature, the new lens series features 10 models in the 9mm to 150mm range and four pinhole-type units. The lenses' drive electronics are contained on two integrated chips that permit the iris to go from full open to full close in .2 seconds. Documented test results can be furnished, exhibiting trouble-free operation from -30° to -140° F.

Additional information can be obtained by writing: Lenzar International, 1006 West 15th Street, Riviera Beach, FL 33404. Telephone: (305) 844-0263.

BE A SPORT — The Model 27 Sportsman holster from Smith & Wesson is tailored to protect prized handguns, while riding high enough to be comfortable when the wearer is running.

Handcrafted from pre-finished brown leather and lined with blue suede, the Sportsman features a wide thumb strap to cover and protect the hammer. For quick draws, the protector unsnaps with the same motion the wearer uses to pull the weapon.

Two versions of the holster are avail-



able. One fits most popular medium and large frame revolvers, while the second can accommodate medium frame automatics such as the S & W models 439 and 459.

The Sportsman is expected to arrive at Smith and Wesson dealers this month. For details, write: Smith & Wesson, 2100 Roosevelt Avenue, Springfield, MA 01101.

Washington DWI law may be NG as a deterrent to drunk drivers

Continued from Page 1

highways," the researchers observed. "The best measure available this time is the number of arrests made by the various police agencies [in the state]."

To compile their arrest data, the researchers looked at seven counties in the state, which they said represented "a cross section" or rural, urban and suburban types. The study focused its attention on arrests that led to the defendant being placed in jail.

"The percentage booked into jail varies greatly across the sample counties," the report said. "However, within a county there was limited or no change in the percentage of DWI arrestees booked between the year prior to and the first year of the implementation of the law."

A similar stability was discovered in the rate that suspects agreed to submit to a Breathalyzer test when stopped by police, even though the new law gives a defendant the option of refusing to take the exam. The licenses of those who decline are suspended for six months under the statute.

"The rate of utilization of the Breathalyzer test remained very stable before and after implementation of the law," the study said. "In most jurisdic-

tions 80 percent or more of the persons arrested for DWI are given a Breathalyzer test."

The law did have a significant impact, however, on the imposition of jail sentences for those found guilty of driving while intoxicated. Before the new law went on patrol only 10 to 50 percent of such defendants went to jail. After its implementation nearly 100 percent were put behind bars.

"All jails show a large increase in the number of short term (less than four days) sentenced DWI offenders confined," the researchers noted. "Some areas have counteracted the impact of the large increase in the short-term sentenced DWI offenders by shortening the length of stay for long-term sentenced DWI offenders."

Despite the juggling of jail terms, the new law has served to increase the cost of operating Washington's criminal justice system, particularly in the area of corrections. "In most instances, these increased costs were absorbed by the agencies with a resulting decrease in the quality and efficiency of other services delivered," according to the report.

Another apparent black mark against the law involves a rise in the number of drunks arrested for their involvement in fatal highway accidents and those which led to injuries. The report pointed to "a distressing increase in most sample counties between the pre- and post-law periods. The increase may not be statistically significant in all cases, but the general pattern of the increase is most convincing."

John Jay researchers attempt to pry clues from dried bloodstains

Continued from Page 3

ing such projects within their own guidelines and framework."

Hard digging for funds has led another department member, Dr. Peter DeForest, to unearth money for his own project to improve dried bloodstain analysis techniques. Working with Assistant Professor Robert Rothchild as principal co-investigator, DeForest has obtained grants from the Law Enforcement Assistance Administration and the Professional Staff Congress of the City University to develop a "tagging" system that can distinguish blood types in aged samples.

Rothchild explained why the push is on to improve methods to uncover the evidence that dried blood has to offer, noting that he and DeForest are taking a different scientific route from Kobilinsky in their research.

"Fresh blood analysis involves the direct observation of red blood cells clumping together. If you add an antibody that corresponds to the types of red blood cells that you're dealing with, the red blood cells will clump up on the antibody and you can measure this," the scientist said. "With dried blood stains, the red blood cells burst. Once they blow apart, you can no longer observe this clumping process, so you have to be a bit more devious in how you determine what specific type of blood you actually have present."

DeForest and Rothchild are putting together chemical "labels" that are attached to antibodies. "When you put the tagged mixture on the dried bloodstain, those particular antibodies which corres-

pond to the antigens that are present in your stain will stick," Rothchild pointed out. "Different types of red blood cells have different types of antigens, and a particular antigen will bind to a particular antibody."

The next step in the recipe is to chemically wash away the tagging agents that didn't bind to the aged blood and to cook up the original mixture, which causes the tags that do remain to pop off.

"We can then analyze those liberated tags," Rothchild stated. "We sensitively measure how much of each particular tag is present. If we're successful in this, we will have a method for objectively determining what particular antigens were present in that particular bloodstain."

Apparently, the DeForest/Rothchild method is not as sophisticated as the hybridoma technique that Kobilinsky has on the drawing board. But the research team has developed its analysis to the point where the two have already given four demonstrations of their preliminary findings.

Commenting on the extent to which the analysis can be used to pinpoint the individual who produced the bloodstain, Rothchild noted that the method may ultimately uncover blood groups that are so rare they are found in only 1 out of 10,000 persons.

"If your suspect or victim has that kind of rare blood, it's fairly suggestive," he said. "The point is that you want to improve individualization. DeForest is particularly enthused that with this method you can look at a large number of different antibodies and individualize to a pretty good degree."

New York Institute of Security and Polygraph Sciences

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